



STATE OF MICHIGAN

STATE 9-1-1 COMMITTEE
LANSING

RICK SNYDER
GOVERNOR

SHERIFF DALE GRIBLER
CHAIR

March 19, 2012

Michigan House of Representatives
Michigan Senate
Lansing, Michigan

Dear Michigan Legislators:

The State 9-1-1 Committee (SNC) is pleased to present you with a copy of the SNC's Report on Efficiencies in 9-1-1. The original impetus for this report was a discussion at the legislative level about creating a formal committee to "determine the most efficient structure of Michigan's E-911 system and associated dispatch centers." The members of the SNC agreed that, as the legislatively created group to help develop and recommend best practices for 9-1-1 in Michigan, it was best suited to examine the 9-1-1 system and make those recommendations to Michigan Legislators. This report reflects over a year's worth of information gathering, analysis, and discussion on 9-1-1 in Michigan and how our state's 9-1-1 system can be more efficient. I believe you will find the report, as well as its references, attachments, and graphs very informative.

The closing portion of the report also contains recommendations supported by the majority of the SNC and I hope you give them your full consideration. On behalf of the SNC, I believe the actions set out in our recommendations will facilitate positive changes in the 9-1-1 system towards a greater efficiency and service to the public.

In closing, the members of the SNC stand ready to provide the Michigan Legislature whatever assistance may be needed to implement the recommendations contained in this report. The members of the SNC take pride in their reputation for a willingness to work hard toward making Michigan's 9-1-1 system one for other states to emulate.

If you have any questions, please feel free to contact me at your earliest convenience at (269) 657-2006.

Sincerely,

Sheriff Dale Gribler, Chair
State 9-1-1 Committee

ASSOCIATION OF PUBLIC SAFETY COMMUNICATIONS OFFICIALS • COMMERCIAL MOBILE RADIO SERVICE • DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS • DEPARTMENT OF STATE POLICE • DEPUTY SHERIFF'S ASSOCIATION • FRATERNAL ORDER OF POLICE • MICHIGAN ASSOCIATION OF AMBULANCE SERVICES • MICHIGAN ASSOCIATION OF CHIEFS OF POLICE • MICHIGAN ASSOCIATION OF COUNTIES • MICHIGAN COMMUNICATIONS DIRECTORS ASSOCIATION • MICHIGAN ASSOCIATION OF FIRE CHIEFS • MICHIGAN PROFESSIONAL FIREFIGHTERS UNION • MICHIGAN PUBLIC SERVICE COMMISSION • MICHIGAN SHERIFF'S ASSOCIATION • MICHIGAN STATE POLICE TROOPERS ASSOCIATION • NATIONAL EMERGENCY NUMBER ASSOCIATION • TELECOMMUNICATIONS ASSOCIATION OF MICHIGAN • UPPER PENINSULA EMERGENCY MEDICAL SERVICES • MEMBERS OF THE GENERAL PUBLIC APPOINTED BY THE GOVERNOR, SPEAKER OF THE HOUSE, AND MAJORITY LEADER OF THE SENATE

State 9-1-1 Committee

*Report on
Efficiencies in 9-1-1*

*Presented to the
Michigan Legislature*

March 19, 2012



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Introduction:

The topic of consolidation is not new to public safety answering points (PSAPs) in Michigan; there are consolidated dispatch centers in Michigan that have been in operation for over 20 years.

The Emergency Telephone Service Enabling Act (ETSEA) established the State 9-1-1 Committee (SNC) in part to "...make other recommendations for emergency telephone services."¹ Although it has not traditionally been the role of the SNC to take a position on 9-1-1 dispatch center (PSAP) consolidation, in recent years it has been a topic of discussion and inquiry by many. In 2010, the 9-1-1 Efficiencies Subcommittee (NES) was created by the SNC in response to a number of initiatives to formally address the issue of PSAP consolidation. Among the most recent was the introduction of HB 5927² (which was introduced in March 2010, but was not moved out of committee before the end of the legislative session) and requests by Representative Richard LeBlanc to Speakers of the Michigan House, Andy Dillon and Jase Bolger respectively, that a legislative commission be established to study consolidation of PSAPs in Michigan.

Given that the SNC is comprised of experienced and knowledgeable members of Michigan's 9-1-1 community, the SNC believes that it is particularly suited to study the subject of PSAP consolidation. The membership of the NES is derived from both the public and private sectors of the SNC³. It is not the objective of the SNC or this document to make a recommendation in favor for or in opposition to PSAP consolidation, but rather to provide information to policy makers on background, issues, and activity surrounding 9-1-1 PSAP efficiencies in Michigan.

Background:

The ETSEA requires that a 9-1-1 system be implemented on a county basis. Each 9-1-1 service plan is put into place via action of the county commissioners, and both the local and operational surcharges⁴ are within the geographical boundaries of the counties. The service district, or area served by the 9-1-1, may be a combination of two more or counties.⁵ A service district includes all units of local government within the district, such as the county/counties, municipalities, townships, and villages. By statute, Wayne County has four separate service districts.⁶

As a framework to understanding the overall picture of the 9-1-1 system in Michigan, some background on the overall Michigan 9-1-1 service and its PSAPs should be provided:

The ETSEA set forth that 9-1-1 service and number of PSAPs in a service area is determined by the individual counties in their county 9-1-1 service plan.⁷

All 83 counties in the state have Enhanced 9-1-1 for landline and wireless 9-1-1.

Michigan PSAPs reported answering 6,713,970 calls on 9-1-1 lines in 2010.

¹ MCL 484.1712

² HB 5927 proposed that 9-1-1 call centers in the state submit a consolidation plan within two years to the Michigan Public Service Commission requiring a criteria of 100,000 people per call center be served and each call center have certain call processing capabilities

³ The members of the NES are listed in Appendix 1

⁴ MCL 484.1401a and MCL 484.1401d

⁵ MCL 484.1302

⁶ MCL 484.1201 (3) These districts are the Detroit Service District, Conference of Western Wayne, Conference of Eastern Wayne, and the Downriver Mutual Aid Authority.

⁷ Further details of the process in which counties establish PSAPs in a 9-1-1 plan is outlined in MCL 484.1303.

As of December 1, 2011, there are 161 PSAPs in Michigan operated at various levels⁸:

- 1) City/Municipality: 83
- 2) University: 4
- 3) County: 66
- 4) Multi-county: 5
- 5) State: 3

How does Michigan compare to other states in PSAP per capita? A survey of the states (with 27 responding), revealed that Michigan's ratio of PSAPs per population is neither high nor low when compared to other states. When compared to the Great Lakes Region the result is the same, Michigan is neither high nor low. Graphs in Graph Set 2 of this document show the per population comparisons to Michigan with other states.

There are a number of secondary PSAPs in Michigan. Secondary PSAPs are also emergency call-taking and dispatching centers that do not receive 9-1-1 directly, but receive 9-1-1 calls directly via transfers from primary PSAPs. In Michigan, they are usually EMS agencies. Secondary PSAPs serve an important role for many primary PSAPs, including the dispatch of regional EMS resources and pre-arrival medical instructions. Many secondary PSAPs serve multiple county coverage areas. Examples are Huron Valley Ambulance (eight counties in SE and south central Michigan, Mobile Medical Response (11 counties in mid-Michigan), and Life EMS (seven counties in West Michigan).

As well as determining the number of PSAPs, the county determines locally how its PSAPs and 9-1-1 operations are funded. All counties receive a portion of the state 9-1-1 fee to fund 9-1-1 operations. The state 9-1-1 fee accounts for approximately 12% of the overall revenue resources for the PSAPs in Michigan. The remaining 88% comes from local funding sources, including local 9-1-1 surcharges, millage, and general funds. Some PSAPs use just one of these funding sources and others use a combination of them. A complete listing of the funding resources and the respective amounts of each of the counties can be found in Appendix 2.⁹

The reported 2010 total annual operating budgets of the PSAPs and capital outlay expenses by counties as reported to the State 9-1-1 Committee for the 2010 Annual Report to the Legislature was \$185,065,373.¹⁰

The reported 2010 funding resources for PSAPs was \$197,342,963, comprised of:

- 1) Local General Fund: \$72,525,384 (37%)
- 2) Millage Funds: \$30,535,241 (15%)
- 3) Local 9-1-1 Surcharge: \$61,068,505 (31%)
- 4) State 9-1-1 Fee (from Treasury figures): \$22,911,924 (12%)
- 5) Other funding sources: \$10,301,909¹¹ (5%)

Note: Some PSAPs are under the operating budget of a larger public safety entity and not all those operating costs are reflected in the budget figure, as they are absorbed into the larger entity's operating budget within their general fund.

⁸ A diagram is included as Graph 1 to this document tracking the number of PSAPs in Michigan for the past 12 years. Map 2 attached additionally shows the current existing county and multiple county consolidated PSAPs in Michigan.

⁹ The data contained in Appendix 2 is self reported by the PSAPs and the counties.

¹⁰ The SNC's Reports can be found at: www.michigan.gov/msp/0,4643,7-123-593_47748_47752---,00.html

¹¹ This figure contains additional revenues such as fees, rental, and training funds, as well as non-revenue funding such as loans and contracts with other counties with revenue already reported.

What is Consolidation?

The ETSEA defines a consolidated dispatch center as:

[A] countywide or regional emergency dispatch service that provides dispatch service for 75% or more of the law enforcement, fire fighting, emergency medical service, and other emergency service agencies within the geographical area of a 9-1-1 service district or serves 75% or more of the population within a 9-1-1 service district.¹²

However, consolidation can take on several different forms. Those forms of consolidation can include co-location, full consolidation, virtual consolidation, and partial consolidation.¹³

Co-Location

PSAP co-location is the sharing of physical space by more than one PSAP and/or agency. In addition to sharing space, co-location may also include shared technology such as telephone, radio and recording systems while remaining completely separate operational entities. An example would be a communications center that houses a city police dispatch and a city fire dispatch where the employees are employed by their respective agency and governance remains with that agency. This model can provide cost efficiencies by sharing physical space and technology while allowing agencies to keep administrative control.

Some examples of this type of consolidation model in Michigan are:

- Otsego County Central Dispatch and Gaylord MSP Regional Dispatch
- Marquette County Central Dispatch and Superior Regional Communications Center (MSP Superior Regional Communications Center)

Full Consolidation

This is the consolidation of all 9-1-1 call answering and dispatch functions for all of the public safety agencies within a defined geographical area into a single PSAP. Full consolidation is one agency with a single point of governance where the PSAP can be its own entity or a separate department housed within another agency, such as a sheriff's office. These PSAPs can operate out of single or multiple physical locations. A full consolidation may also be a contractual relationship between neighboring public agencies and the PSAP entity.

Some variations of this consolidation model in Michigan are:

- Ottawa County Central Dispatch and Calhoun County Consolidated Dispatch, which are single county-wide PSAPs with their own governing authority, created under the Urban Cooperation Act.
- Charlevoix, Cheboygan, and Emmet Counties (CCE) 9-1-1 Central Dispatch, Mecosta and Osceola Counties (Meceola) Central Dispatch, and Mason-Oceana 9-1-1, which are multiple-county PSAPs with their own governing authority, created under the Urban Cooperation Act.
- Eaton County Central Dispatch and Bay County Central Dispatch, which are single county

¹² 484.1102 (i)

¹³ The forms of consolidation were provided from the joint MI NENA, MCDA, and MI APCO document, which is included as Attachment 1. The content from the document has been modified in its form in the body of this document for the purpose of clarity and brevity.

PSAPs and departments within the county structure, with the Board of Commissioners being the governing body.

- Gladwin County Central Dispatch, Lake County Central Dispatch, and Missaukee County Central Dispatch, which are single county PSAPs operated within the sheriff's office and are part of the county structure.

Virtual Consolidation

Virtual consolidation can include variations of the models listed above wherein PSAPs maintain separate physical locations, but share common phone equipment, radio equipment, computer aided dispatch (CAD), and other public safety dispatching equipment over a secure managed network.

Some examples of this model are:

- CEIL Project - The Central Dispatches of Clinton, Eaton, Lansing-Ingham, and Livingston Counties have an intergovernmental agreement that allows them to share the costs of new telephone technologies and virtual backup capability for their 9-1-1 call intake and dispatch operations.
- Upper Peninsula Authority – All PSAPs in the Upper Peninsula of Michigan (except MSP Superior Regional Communications Center) are currently implementing a secure managed network to provide common CAD and telephone technologies across the Upper Peninsula.
- Oakland County PSAPs – All PSAPs operating in Oakland County are connected by a secure managed network and share one CAD system.

Partial Consolidation

A partial consolidation is the consolidation of call intake and/or dispatch functions for multiple public safety agencies within a geographical area, but not the entire county or service district. This type of consolidation usually provides services for all public safety call intake and dispatching for the participating areas.

An example of this model is:

- Macomb County Sheriff Department Dispatch, which dispatches for 11 jurisdictions within Macomb County.

Pros, Cons, and Obstacles to PSAP Consolidation

It is important to note that there is a myriad of observations, resources, and research on the topic of consolidation.¹⁴ Among these resources, some common points and issues emerge:

Pros

- Cost Savings: Merging of staff, reduced personnel costs, facilities, equipment, and maintenance costs
- Possible continued or higher levels of service
- Additional resources for equipment, spectrum, coverage

¹⁴ The Center for Public Management, Maxine Goodman Levin College of Urban Affairs, Cleveland State University: www.urban.csuohio.edu/publications/center/center_for_public_management/CaseStudiesFinalPh2_082911.pdf, Maine PUC Report: www.maine911.com/laws_rules/docs/PSAPReconfigurationPlanNov1-2010.pdf, and State of Minnesota Report: https://dps.mn.gov/divisions/ecn/programs/911/Documents/PSAP_Guidebook.pdf

Cons

- Expense: Consulting, hiring and training, equipment, facilities
- Economics: Consolidating can lead to a reduction in personnel, which may result in job loss for some people.
- Perceived loss of control: Oversight of the dispatch operations, policies, and equipment becomes more centralized.
- Access: Convenience such as access to lock-ups, warrants, LEIN paperwork, etc., may change and sense of “community” found in the PSAP may be altered.

Obstacles

Contractual Issues: Considerations include existing contracts for service, employees, and other pre-existing obligations such as leases for facilities and equipment.

Costs:

- “Plateau” effect: At what point does the cost benefit of volume flatten or the level of service begin to diminish?
- Start-up costs at onset of projects: There is often a significant initial investment in facilities, technology, and system organization in establishing a consolidated 9-1-1 operation.
- Other operational costs: In some PSAPs, 9-1-1 operators may serve multiple duty functions such as corrections/lock-up staff, clerical/administrative support, and 24 X 7 access to some public safety facilities. The cost savings to a public safety agency may be limited or not realized if there are functions that still need staffing once the dispatching position(s) are eliminated.

Issues from PSAP surveys in Michigan:

In February and March 2011, the PSAPs in Michigan were surveyed about the status of consolidation projects in their jurisdictions, and their issues and/or questions regarding consolidation. A summary of that survey is included as Appendix 3. Some issues that PSAPs may face included:

- Political: Consolidation projects require a great deal of collaborative work among diverse groups, often including county commissions, municipal councils and boards, and public safety organizations.
- Funding: With limited resources, the start-up costs may be prohibitive to some agencies.
- Control: How is governance determined? What happens to the service level of a community?

SNC Recommendations:

1) Make changes to the 9-1-1 legislation to facilitate local efforts toward efficiencies, including:

- a. Make grants available through the SNC local units of government and PSAPs to use toward exploration of efficiencies. Currently, funds from the state 9-1-1 fee allocated under MCL 484.1408 (4) (b) for the payment of 9-1-1 service providers (AT&T and Frontier) to deliver wireless calls to PSAPs are not used in their entirety.¹⁵ Approximately \$700,000 of that fund could be directed into a grant program for a two year time limited

¹⁵ This is a projection for FY 2013. MCL 484.1408 (5) allocated these additional funds as part of the \$7 million to fund the Michigan Public Safety Communications System in FY2012.

term specifically dedicated to fund actions at the local level to pursue PSAP combination/consolidation/regionalization projects.

b. Implement incentives in other areas for jurisdictions that engage in PSAP consolidation efforts. This could include priority access to state funding (such as revenue sharing) for achieving demonstrated levels of new 9-1-1 efficiencies. Additional revenues should be designated exclusively for direct public safety services.

- 2) Policy makers at both the state and local levels should review the Association of Public-Safety Communication Officials International (APCO) Consolidation Project documents and the joint Michigan Communication Directors Association (MCDA), Michigan National Emergency Number Association (NENA), and Michigan APCO white paper on consolidation. Those documents contain considerations, guidelines, and lessons learned that will provide valuable guidance when considering and implementing consolidation. The APCO International and the joint MCDA/NENA/APCO documents are included in this document as Attachments 3, 2, and 1, respectively.
- 3) Require accurate reporting of PSAP funding and call volume.
- 4) Require the MPSC to complete the rule making process for minimum dispatcher training standards that were recommended to the MPSC by the SNC in July 2009.
- 5) The SNC recommends that there be some level of PSAP consolidation and maintains that affected public safety entities and their governing structures must be involved. As supported by the projects in Michigan outlined in Attachments 4, 5, 6, 7, and 8 successful projects involve community demographics, service needs, and continuous collaboration of the part of the local units of government involved.
- 6) The definition of a primary PSAP in the statute (MCL 484.1102 [y]), should be re-examined periodically as NG9-1-1 and emerging technologies create innovative processes for PSAPs to conduct day-to-day operations.

SNC Summary and Conclusion:

As has been previously detailed in this assessment, there is no single across the board solution to consolidation. A consolidation that might work well for agencies might look like a **co-location** where space and equipment is shared. Another consolidation that might work well is a **full consolidation** where one agency serves as a single point of governance where the PSAP can be its own entity or a separate department housed within another agency A **virtual consolidation** is a variation of the previous models and allow PSAPs to maintain separate physical locations, but share common phone equipment. Finally, a **partial consolidation** is the consolidation of call intake and/or dispatch functions for multiple public safety agencies within a geographical area, but not an entire county or service district.

There have been successful examples of each of these models that have worked well in our state which reflects that variety as it applies to consolidation efforts has a place. When implementing a life-saving vital system such as 9-1-1, which the citizens of Michigan rely upon every day, a single solution model will not effectively work to meets the needs of our diverse state. In researching this subject, the members of the SNC's NES found that some core issues exist in seeking efficiencies in 9-1-1, with the central focus being "What is *efficiency* in 9-1-1?"

Consolidation is not a panacea to a cost savings. Options in addition to "traditional" consolidation (i.e. the closing of a PSAP and shifting its existing work to another one) bear examining. It may benefit governing boards of local 911 centers to consider recent technology advancements and those under development that permit virtual consolidations. Brick and mortar PSAP consolidations are more costly to build and maintain. Whereas, virtual consolidations permit flexibility as workloads fluctuate during peak hours of the day or during seasonal fluctuation of

activity.

Demographics and services vary from jurisdiction to jurisdiction, and what meets the needs of one area may not meet the needs of another. One example is a dispatch center that serves a police and fire department, yet its ambulance dispatching is performed by a private ambulance service via a 9-1-1 call transfer to an EMS secondary PSAP.

Furthermore, while the topic of Next Generation 9-1-1 (NG9-1-1) is not the focus of this document, it is critical to include NG9-1-1 in the context of efficiencies and change in 9-1-1. A brief summary of NG9-1-1 is included as Attachment 9. As policymakers begin to make moving Michigan towards a NG9-1-1 a public safety priority, there will likely be very a natural shift toward a higher level of sharing 9-1-1 resources and operations that occurs in the progressive migrations to a more dynamic and technologically advanced 9-1-1 network.

In closing, 9-1-1 efficiencies are difficult to define; however, it is possible if 9-1-1 is looked at as a whole system and consolidations as the resultant outcome of meeting other public safety needs. The SNC believes that it is important to learn from consolidations that have occurred organically within our state.¹⁶ There are many lessons to be learned and the SNC is willing to provide guidance and recommend resources to communities exploring PSAP efficiencies. Learning from those who have gone down this path and their reasons for doing so is an important first step on the road to considering how consolidation efforts might be managed most effectively.

¹⁶ Graph 1 illuminates the reduction in PSAP numbers that have been successfully initiated over the past 12 years in Michigan.

9-1-1 Efficiencies Subcommittee Members

Appendix 1

Mr. Dale Berry, Huron Valley Ambulance

Mr. Jon Campbell, Allegan County Commissioner

Ms. Yvette Collins, AT&T

Mr. Lloyd Fayling, Genesee County 9-1-1

Mr. Rick Feole, Mason/Oceana 911

Mr. James Fyvie, Clinton County Central Dispatch

Ms. Jennifer Greenburg, Telecommunications Association of Michigan

Mr. John Hunt, Telecommunications Systems

Mr. James Loeper, Gogebic County

Mr. Shawn Sible, Michigan State Police

Chief Paul Trinko, Adrian Fire Department

Mr. Jeff Troyer, Calhoun County Consolidated Dispatch

Ms. Patricia Coates, CLEMIS

Mr. Tim Smith, Ottawa County Dispatch Authority

2011 Annual Report
County Financials

County	State 9-1-1 Surcharge Receipts 2010	Local 9-1-1 Surcharge Receipts 2010	9-1-1 Millage Receipts	General Fund Monies	Other Receipts	Total Operating Budget	Other Allowable Expenses	Unexpended State 9-1-1 Funds	Total Other County 9-1-1 Expenses	Number of Wireline 9-1-1 Calls	Number Wireless 9-1-1 Calls	Number VoIP 9- 1-1 Calls	Total 9-1-1 Calls	Total PSAP Calls on Non 9-1-1 Lines	2010 Census
Alcona	\$125,583.00	\$268,985.00	\$0.00	\$0.00	\$24,335.00	\$433,644.00	\$126,583.00	\$0.00	\$0.00	1,672	2,117	20	3,809	60,684	10,942
Alger	\$125,864.00	\$42,378.00	\$0.00	\$0.00	\$1,801.00	\$170,043.00	\$0.00	\$338,606.63	\$0.00	1,062	855	8	1,925	1,816	9,601
Allegan	\$256,578.00	\$1,633,238.28	\$0.00	\$0.00	\$18,012.00	\$2,012,000.00	\$0.00	\$0.00	\$0.00	39,604	Unknown	Unknown	39,604	83,942	111,408
Alpena	\$153,735.00	\$700,475.00	\$0.00	\$0.00	\$872,580.43	\$904,321.00	\$865,051.00	\$65,731.00	\$0.00	15,280	15,280	3,167	33,727	45,342	29,589
Antrim	\$142,388.00	\$553,562.56	\$0.00	\$131,385.00	\$11,909.09	\$827,185.00	\$76,288.69	\$66,099.31	\$0.00	2,722	4,798	27	7,547	5,354	23,580
Arenac	\$134,257.00	\$52,640.72	\$429,050.78	\$0.00	\$13,010.93	\$628,959.43	\$134,257.00	\$0.00	\$0.00	2,281	6,398	63	8,742	Not Tracked	15,899
Baraga	\$122,518.00	\$0.00	\$0.00	\$0.00	\$6,964.00	\$129,482.00	\$132,762.00	\$0.00	\$0.00	742	1,269	N/A	2,011	133,813	8,860
Barry	\$188,925.00	\$0.00	\$1,802,904.95	\$0.00	\$51,275.47	\$2,033,016.42	\$164,634.18	\$188,925.00	\$0.00	7,856	5,900	282	14,038	55,943	59,173
Bay	\$262,695.00	\$0.00	\$2,137,415.00	\$0.00	\$105,821.00	\$2,505,931.00	\$262,695.00	\$0.00	\$0.00	47,694	67,170	1,209	116,073	55,004	107,771
Benzie	\$127,964.14	\$431,598.26	\$0.00	\$0.00	\$8,505.00	\$568,067.40	\$547,277.36	\$20,790.04	\$0.00	1,921	3,955	Unknown	5,876	54,439	17,525
Berrien	\$335,128.00	\$778,014.00	\$1,713,988.00	\$0.00	\$167,827.00	\$3,400,000.00	\$154,766.00	\$0.00	\$305,059.00	24,986	63,288	1,583	80,763	Unknown	136,848
City of Niles						\$547,000.00							7,891		11,600
St. Joseph City						\$300,000.00							1,203		8,365
Branch	\$173,755.00	\$109,375.01	\$902,911.04	\$0.00	\$107,666.92	\$1,293,107.97	\$1,293,107.97	\$0.00	\$0.00	53,728	49,256	12,000	114,984	97,586	45,248
CCE	\$435,600.00	\$577,364.88	\$0.00	\$1,364,857.92	\$80,654.87	\$1,801,602.33	\$0.00	\$0.00	\$0.00	27,901	40,914	325	69,140	68,985	83,795
Calhoun	\$301,173.00	\$877,359.52	\$0.00	\$2,047,932.97	\$787,358.00	\$2,999,710.12	\$969,933.59	\$0.00	\$0.00	24,390	66,474	520	91,384	208,970	136,146
Cass	\$181,109.00	\$580,861.17	\$363,978.83	\$0.00	\$9,051.00	\$894,675.06	\$181,109.00	\$0.00	\$0.00	6,903	12,788	N/A	19,691	124,341	52,293
Chippewa	\$163,674.00	\$366,398.56	\$0.00	\$111,513.40	\$185,115.63	\$826,701.59	\$826,701.59	\$0.00	\$0.00	5,188	8,829	230	14,247	48,742	38,520
Clare	\$153,650.00	\$147,134.73	\$361,088.24	\$0.00	\$14,520.49	\$676,393.46	\$0.00	\$0.00	\$0.00	Unknown	Unknown	Unknown	Unknown	Unknown	30,926
Clinton	\$199,915.00	\$1,740,626.94	\$0.00	\$0.00	\$89,180.22	\$2,029,722.16	\$1,726,246.34	\$303,475.82	\$0.00	18,337	19,011	Inc. in Wireless	37,348	37,247	75,382
Crawford	\$130,165.00	\$372,424.00	\$0.00	\$0.00	\$85,439.00	\$628,000.00	\$593,499.00	\$0.00	\$0.00	966	1,085	1	2,052	5,041	14,074
Delta	\$163,703.00	\$199,303.01	\$412,994.09	\$0.00	\$8,045.00	\$784,045.10	\$163,703.00	\$0.00	\$0.00	4,097	8,081	76	12,254	Unknown	37,069
Dickinson	\$148,366.00	\$138,758.00	\$0.00	\$249,229.00	\$9,005.00	\$536,353.00	\$148,366.00	\$0.00	\$0.00	6,228	2,950	32	9,210	339,700	26,168
Eaton	\$251,645.00	\$0.00	\$3,348,709.10	\$0.00	\$0.00	\$3,600,354.10	\$0.00	\$0.00	\$0.00	30,961	32,593	Unknown	63,554	94,203	107,759
Genesee	\$601,616.00	\$5,833,409.00	\$0.00	\$1,988,776.00	\$69,788.00	\$8,493,589.00	\$7,417,576.00	\$0.00	\$0.00	219,512	319,518	9,712	548,742	123,512	425,790
Gladwin	\$115,247.00	\$136,300.87	\$716,364.63	\$0.00	\$17,315.50	\$705,185.43	\$64,778.13	\$131,208.24	\$0.00	8,173	1,788	N/A	9,961	102,829	25,692
Gogebic	\$167,631.00	\$190,755.59	\$0.00	\$0.00	\$0.00	\$297,852.40	\$297,852.46	\$0.00	\$0.00	3,822	2,374	N/A	6,196	11,088	16,427
Grand Traverse	\$935,736.27	\$717,984.00	\$0.00	\$626,806.10	\$16,211.00	\$1,578,753.36	\$935,736.27	\$0.00	\$626,806.10	12,252	26,213	167	38,632	90,771	86,986
Gratiot	\$168,847.00	\$504,665.20	\$0.00	\$0.00	\$147,017.00	\$822,017.00	\$0.00	\$0.00	\$0.00	16,771	7,923	Unknown	24,694	75,712	42,476
Hillsdale	\$174,778.00	\$1,015,124.13	\$0.00	\$0.00	\$129,502.34	\$899,225.52	\$174,778.00	\$0.00	\$0.00	14,899	20,930	117	35,946	12	46,688
Houghton	\$160,239.00	\$370,000.00	\$0.00	\$0.00	\$10,314.00	\$540,553.00	\$160,239.00	\$0.00	\$0.00	4,688	4,862	N/A	9,550	77858	36,628
Huron	\$160,266.00	\$746,915.30	\$0.00	\$0.00	\$28,617.00	\$980,613.00	\$0.00	\$44,000.64	\$0.00	2,929	8,371	88	11,388	62,800	33,118
Ingham	\$469,473.00	\$1,324,121.72	\$6,388,659.47	\$0.00	\$287,876.98	\$8,470,131.17	\$469,473.00	\$0.00	\$0.00	44,291	120,670	4,810	169,771	348,795	280,895
Ionia	\$195,440.00	\$1,056,600.09	\$0.00	\$0.00	\$107,783.37	\$1,385,433.00	\$1,313,397.63	\$0.00	\$0.00	21,012	8,270	463	29,745	72,253	63,905
Iosco	\$148,237.00	\$532,364.00	\$0.00	\$0.00	\$9,906.00	\$692,319.00	\$653,493.00	\$27,108.00	\$0.00	5,111	6,328	196	11,635	33,612	25,887

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Appendix 2

County	State 9-1-1 Surcharge Receipts 2010	Local 9-1-1 Surcharge Receipts 2010	9-1-1 Millage Receipts	General Fund Monies	Other Receipts	Total Operating Budget	Other Allowable Expenses	Unexpended State 9-1-1 Funds	Total Other County 9-1-1 Expenses	Number of Wireline 9-1-1 Calls	Number Wireless 9-1-1 Calls	Number VoIP 9-1-1 Calls	Total 9-1-1 Calls	Total PSAP Calls on Non 9-1-1 Lines
Iron	\$124,021.00	\$225,981.00	\$0.00	\$93,710.00	\$0.00	\$443,712.00	\$443,712.00	\$0.00	\$0.00	6,018	3,916	71	10,005	29,531
Isabella	\$198,049.00	\$881,829.12	\$0.00	\$0.00	\$13,560.44	\$1,093,438.50	\$1,011,467.70	\$81,970.00	\$0.00	24,000	Unknown	Unknown	24,000	92,000
Jackson	\$329,551.00	\$763,457.00	\$0.00	\$1,268,386.00	\$70,678.00	\$1,615,162.00	\$763,457.00	\$0.00	\$0.00	39,572	83,381	3,074	126,027	205,322
Kalamazoo													0	
Kalkaska	\$101,143.00	\$474,082.45	\$0.00	\$575,225.45	\$6,522.91	\$581,748.36	\$536,020.79	\$45,727.57	\$581,748.36	2,128	5,023	48	7,199	50,522
Kent	\$904,513.00	\$3,076,038.00	\$0.00	\$13,079,081.00	\$0.00	\$16,417,565.00	\$743,369.00	\$161,144.00	\$4,198,884.00	98,623	226,935	79,559	405,117	562,087
Keweenaw	\$113,562.00	\$0.00	\$0.00	\$0.00	\$0.00	\$113,562.00	\$79,323.00	\$34,239.00	\$0.00	235	419	N/A	654	77,858
Lake	\$126,098.00	\$0.00	\$806,104.40	\$0.00	\$581,995.60	\$1,514,198.00	\$0.00	\$0.00	\$0.00	2,315	3,062	24	5,401	17,858
Lapeer	\$232,010.00	\$1,576,415.82	\$0.00	\$0.00	\$50,143.43	\$1,858,387.97	\$1,809,785.79	\$46,602.00	\$0.00	7,776	20,466	318	28,560	68,856
Leelanau	\$139,582.00	\$0.00	\$0.00	\$740,279.00	\$9,906.00	\$889,767.00	\$0.00	\$0.00	\$0.00	2,873	4,010	Not Tracked	6,883	39,613
Lenawee	\$247,194.00	\$1,260,390.00	\$0.00	\$0.00	\$23,174.00	\$1,530,758.00	\$1,319,405.00	\$195,142.00	\$0.00	35,425	43,300	Unknown	78,725	77,505
Livingston	\$329,236.35	\$4,233,379.33	\$0.00	\$0.00	\$94,254.22	\$4,656,869.90	\$4,033,066.67	\$623,803.23	\$0.00	Unknown	Unknown	Unknown	0	Unknown
Luce	\$120,138.00	\$62,664.56	\$0.00	\$0.00	\$1,426.67	\$184,229.23	\$184,229.23	\$0.00	\$0.00	655	688	0	1,343	7,015
Mackinac	\$126,893.00	\$171,952.00	\$0.00	\$0.00	\$0.00	\$0.00	\$412,788.00	\$0.00	\$0.00	1,492	2,460	19	3,971	8,151
Macomb Sheriff	\$0.00	\$0.00	\$0.00	\$0.00		\$1,975,374.20							206,063	
Eastpoint PD						\$598,614.00							17,710	
Roseville PD						\$1,109,590.00							31,141	
St. Clair Shores						\$1,021,532.69							21,307	
Chesterfield / New Baltimore						\$1,255,507.53							15,347	
Richmond PD & Fire						\$361,872.00							1,983	
City of Warren						\$2,521,392.00							74,258	
Utica PD						\$590,215.19							4,470	
Sterling Hts. PD						\$2,376,181.97							50,150	
Shelby Twp. PD						\$1,019,724.20							18,643	
Romeo PD						\$285,536.12							2,992	
Fraser						\$491,208.00							11,859	
Clinton Twp. Centerline Public Safety						\$1,255,450.00							47,409	
Manistee													0	
Marquette	\$199,750.00	\$0.00	\$904,295.00	\$0.00	\$14,745.00	\$1,118,790.00	\$974,656.00	\$0.00	\$0.00	7,732	11,989	152	19,873	43,683
Mason														
Oceana	\$297,010.00	\$1,227,483.00	\$0.00	\$0.00	\$19,513.00	\$1,544,006.00	\$297,010.00	\$0.00	\$0.00	29,521	63,720	361	93,602	32,530
Weston														
Osceola	\$230,364.00	\$946,018.00	\$0.00	\$0.00	\$47,225.00	\$1,377,190.00	\$0.00	\$0.00	\$0.00	32,926	Unknown	Unknown	32,926	123,172
Menominee	\$145,453.00	\$347,947.00	N/A	\$111,178.00	\$9,495.00	\$549,125.00	\$145,453.00	\$10,181.00	\$0.00	2,828	3,386	25	6,239	21,439

2010 Census
11,817
70,311
160,248
250,331
17,153
602,622
2,156
11,539
88,319
21,708
99,892
180,967
6,631
11,113
175,913
32,442
47,299
59,715
56,696
5,735
134,056
4,577
129,699
71,592
3,721
14,480
96,796
8,257
24,733
67,077
55,275
66,326
24,029

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County	State 9-1-1 Surcharge Receipts 2010	Local 9-1-1 Surcharge Receipts 2010	9-1-1 Millage Receipts	General Fund Monies	Other Receipts	Total Operating Budget	Other Allowable Expenses	Unexpended State 9-1-1 Funds	Total Other County 9-1-1 Expenses	Number of Wireline 9-1-1 Calls	Number Wireless 9-1-1 Calls	Number VoIP 9-1-1 Calls	Total 9-1-1 Calls	Total PSAP Calls on Non 9-1-1 Lines	2010 Census
Midland	\$225,053.00	\$0.00	\$2,117,273.50	\$0.00	\$33,194.00	\$1,947,786.86	\$225,053.00	\$0.00	\$0.00	24,437	32,548	403	57,388	47629	83,629
Missaukee	\$130,399.00	\$0.00	\$0.00	\$0.00	\$5,589.00	\$135,987.00	\$119,853.00	\$10,546.00	\$0.00	1,476	3,283	39	4,798	Unknown	14,849
Monroe	\$308,176.00	\$763,860.44	\$0.00	\$1,096,013.96	\$20,284.31	\$2,188,334.71	\$0.00	\$0.00	\$0.00	59,930	44,160	499	104,589	N/A	152,021
Montcalm	\$211,377.00	\$1,068,334.99	\$0.00	\$0.00	\$34,329.42	\$1,314,041.41	\$1,361,605.00	\$0.00	\$0.00	8,166	23,242	206	31,614	128,842	63,342
Montmorency	\$155,465.00	\$145,995.32	\$0.00	\$0.00	\$840.05	\$310,574.00	\$0.00	\$0.00	\$0.00	852	2,052	0	2,904	0	9,765
Muskegon	\$345,842.00	\$576,488.00	\$1,368,673.00	N/A	\$1,217,657.00	\$3,508,660.00	\$345,842.00	\$0.00	N/A	159,148	78,061	3,709	240,918	73,618	172,188
Newaygo	\$176,641.00	\$698,876.88	\$0.00	\$15,093.25	\$9,906.00	\$879,742.87	\$169,776.00	\$3,528.44	\$0.00	8,080	3,000	N/A	11,080	31,933	48,460
Oakland	\$1,762,179.00	\$3,571,985.28	\$0.00	\$21,663,215.00	\$2,687,575.57	\$24,350,790.08	\$22,352,436.89	\$0.00	\$0.00	143,539	422,013	21,963	587,515	1,593,648	1,202,362
Auburn Hills PD						\$120,904.00							19,449		21,412
Berkley DPS						\$383,668.00							6,822		23,734
Beverly Hills DPS						\$301,075.00							935		10,267
Birmingham PD						\$637,235.00							8,480		20,103
Bloomfield Hills DPS						\$400,000.00							1,717		3,869
Bloomfield Twp. PD						\$1,216,000.00							15,235		41,070
Farmington DPS						\$414,388.82							3,027		10,372
Farmington Hills PD						\$1,620,046.00							33,089		84,001
Ferndale PD						\$429,124.00							18,774		24,845
Hazel Park PD						\$372,872.00							5,047		16,442
Holly PD						\$322,611.00							19,993		11,562
Lake Orion PD						\$290,000.00							3,995		35,394
Madison Hts. PD						\$577,382.00							16,985		29,694
Milford PD						\$324,237.00							6,985		15,736
Novi PD						\$1,636,955.00							25,302		81,246
Oak Park DPS						\$529,157.00							22,890		29,319
Oakland Co. Sheriff						\$4,461,943.00							114,719		324,213
Oxford PD						\$272,754.00							3,465		20,526
Pontiac PD						\$776,869.00							61,168		59,515
Rochester PD						\$469,227.00							2,714		12,711
Royal Oak PD						\$722,601.00							17,600		57,236
Southfield PD						\$2,624,082.00							74,299		75,833
Troy PD						\$2,595,349.00							40,335		92,805
Waterford Twp. PD						\$1,181,434.26							39,965		71,707

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County	State 9-1-1 Surchage Receipts 2010	Local 9-1-1 Surchage Receipts 2010	9-1-1 Millage Receipts	General Fund Monies	Other Receipts	Total Operating Budget	Other Allowable Expenses	Unexpended State 9-1-1 Funds	Total Other County 9-1-1 Expenses	Number of Wireline 9-1-1 Calls	Number Wireless 9-1-1 Calls	Number VoIP 9-1-1 Calls	Total 9-1-1 Calls	Total PSAP Calls on Non 9-1-1 Lines	2010 Census
West Bloomfield Twp. PD						\$1,100,000.00							26,960		71,655
White Lake Twp. PD													7,184		30,019
Ogemaw	\$143,907.00	\$139,168.00	\$0.00	\$308,256.00	\$8,105.00	\$599,436.00	\$283,075.00	\$0.00	\$0.00	4,333	4,447	29	8,809	44,321	21,699
Ontonagon	\$121,563.00	\$37,814.09	\$0.00	\$0.00	\$0.00	\$159,377.09	\$140,165.00	\$19,212.00	\$0.00	634	215	N/A	849	77,858	6,780
Oscoda	\$123,448.00	\$44,754.73	\$0.00	\$0.00	\$0.00	\$168,202.73	\$0.00	\$0.00	\$0.00	1,327	2,034	36	3,397	Unknown	8,640
Otsego	\$142,742.00	\$533,880.38	\$0.00	\$0.00	\$0.00	\$676,622.38	\$0.00	\$138,675.00	\$0.00	2,039	8,057	20	10,116	11,964	24,164
Ottawa	\$439,896.00	\$140,055.00	\$4,403,718.00	\$0.00	\$30,619.00	\$3,716,656.92	\$1,978,600.00	\$0.00	\$0.00	24,587	68,033	977	104,385	230,654	263,801
Presque Isle	\$146,982.00	\$57,271.62	\$0.00	\$0.00	\$1,822.64	\$206,076.26	\$202,699.75	\$0.00	\$0.00	Unknown	Unknown	Unknown	0	Unknown	13,376
Roscommon	\$146,197.00	\$0.00	\$903,886.00	\$0.00	\$9,906.00	\$1,059,989.00	\$127,708.00	\$19,389.00	\$0.00	7,252	6,472	0	13,724	57,577	24,449
Saint Clair	\$337,468.00	\$819,981.32	\$0.00	\$529,422.00	\$498,041.78	\$2,143,311.00	\$1,157,449.32	\$0.00	\$0.00	19,673	43,813	1,180	64,666	222,264	163,040
Saint Joseph	\$148,127.00	\$0.00	\$1,453,227.00	\$0.00	\$17,011.00	\$1,618,365.00	\$120,123.00	\$2,804.00	\$0.00	19,518	20,256	184	39,958	83,984	61,295
Saginaw	\$400,952.00	\$4,855,214.00	\$0.00	\$0.00	\$929,795.00	\$6,185,961.00	\$5,256,166.00	\$0.00	\$0.00	97,852	103,303	32,125	233,280	154,802	200,169
Sanilac	\$171,975.00	\$203,740.94	\$0.00	\$268,896.00	\$20,761.00	\$673,478.72	\$375,715.94	\$0.00	\$0.00	3,770	8,272	146	12,188	110,719	43,114
Schoolcraft	\$122,693.00	\$36,495.00	\$0.00	\$0.00	\$0.00	\$159,214.00	\$150,855.15	\$9,463.24	\$0.00	720	1,446	N/A	2,166	133,813	8,485
Shiawassee	\$209,501.00	\$956,771.39	\$0.00	\$0.00	\$40,514.40	\$1,206,786.79	\$1,218,552.47	\$0.00	\$0.00	19,000	25,000	Unknown	44,000	50,000	70,648
Tuscola	\$190,944.00	\$1,061,800.70	\$0.00	\$0.00	\$28,751.81	\$1,248,230.15	\$0.00	\$0.00	\$0.00	8,203	12,203	413	20,819	42,783	55,729
Van Buren	\$215,908.00	\$988,514.00	\$0.00	\$348,024.00	\$12,724.00	\$1,217,146.00	\$1,143,294.00	\$73,852.00	\$0.00	10,383	33,115	605	43,666	206,425	71,245
South Haven						\$348,024.00							1,156		5,013
Washtenaw	\$556,674.00	\$1,854,256.73	\$0.00	\$4,589,889.07	\$0.00	\$7,335,164.16	\$77,787.69	\$54,422.39	\$0.00	54,074	147,264	3,487	204,825	423,033	344,791
Wayne - CWW	\$909,355.00	\$1,754,251.00	\$0.00	\$12,778,490.00	\$107,165.00	\$15,442,096.00	\$5,173,474.00	\$0.00	\$136,914.00	84,038	270,153	7,002	361,193	N/A	70,648
Wayne - DMA**	\$375,428.55	\$1,032,760.77	\$0.00	\$0.00	\$0.00	\$1,408,189.32	\$1,372,410.84	\$0.00	\$0.00	35,484	118,887	3,149	157,520	Unknown	55,729
Wayne - CEW	\$84,549.00	\$158,059.00	\$0.00	\$1,281,594.00	\$43,540.00	\$1,567,742.00	\$242,608.00	\$0.00	\$0.00	6,241	29,333	578	36,152	36,152	76,258
Wayne-Detroit***	\$57,425.20	\$2,254,979.98	\$0.00	\$6,681,439.00	\$0.00	\$10,000,000.00	\$3,318,561.00	\$0.00	\$0.00	701,501	600,053	N/A	1,301,554	243,500	344,791
Wayne total	\$1,426,757.75	\$5,200,050.75	\$0.00	\$20,741,523.00	\$150,705.00	\$28,418,027.32	\$10,107,053.84	\$0.00	\$136,914.00	\$827,264.00	\$1,018,426.00	\$10,729.00	\$1,856,419.00	\$279,652.00	1,820,584
Wexford	\$152,529.00	\$66,821.00	\$0.00	\$576,692.00	\$26,872.00	\$661,963.00	\$65,014.00	\$244,407.00	\$0.00	5,271	11,646	104	17,021	61,743	32,735
TOTALS	\$21,480,621.26	\$66,268,556.13	\$30,535,241.03	\$93,266,907.12	\$10,360,756.49	\$250,510,683.93	\$89,693,926.28	\$2,961,052.55	\$5,986,325.46	3,310,890	4,553,800	206,330	9,189,416	8,324,450	11,705,343

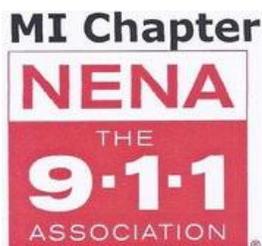
COUNTY	PSAP NAME	HAS YOUR PSAP BEEN INVOLVED IN OR DISCUSSED CONSOLIDATION OR COMBINING 9-1-1 DISPATCHING SERVICES IN THE PAST 3-5 YEARS?	WHAT ENTITIES WERE INVOLVED?	WHAT WAS THE OUTCOME?	IF YOU DECIDED NOT TO COMBINE, WHY?	WHEN WAS THAT?	IS YOUR PSAP LOOKING AT ANY TYPE OF CONSOLIDATION OR COMBINING DISPATCHING SERVICES IN THE NEXT 12 TO 36 MONTHS?	IF YES, WHAT IS THE IMPETUS OF THAT DECISION?	WHAT ENTITIES ARE INVOLVED?	WHAT TYPE OF OPTIONS ARE YOU LOOKING AT?	WHAT PROCESS ARE YOU USING?	WHAT STATUTORY, POLICY, OR POLITICAL ISSUES DO YOU SEE AS BARRIERS TO CONSOLIDATION?
Lenawee	Lenawee County Consolidated Central Dispatch	Timeframe does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	No serious discussion has been given to the subject matter at this time.	It would be financial.	It would involve the surrounding counties.	Looking at virtual consolidations much along the same lines as Clinton, Eaton, and Ingham Counties.	Just preliminary talking, if turned serious would look to the above three counties for guidance.	Having been involved in discussions back in 1997 about consolidating two dispatch centers, it came down to money, who was in charge, where the center would be located, and who would get the equipment. Also having been in a co-habitation dispatch center, it still came down to who was in charge (politics).
Livingston	Livingston County 9-1-1 Central Dispatch/Emergency Management	Yes	Livingston County, Huron-Clinton Metro Park PD, Milford PD	Metro Park PD migrated to our PSAP in anticipation of the closure of Milford's PSAP.			Yes	Cost	Ingham, Shiawassee, Eaton, and Clinton counties.	Sharing phone switch, mutual support to eliminate individual back-up centers.	Elephants giving birth.	Lack of seed money.
Luce												
Mackinac												
Macomb	Clinton Twp. Police Department	Yes	Multiple entities within Macomb County	No 1st time around. Talks again are on going.	Financial/political. Yes	1st consolidation rejected approx. 2007.	Talks are active and no specific timeline announcement has been made.	Financial	Assorted within the county of Macomb	Alloptions from consolidation to sharing of services.	Meetings being held at chiefs and elected officials levels.	

COUNTY	PSAP NAME	HAS YOUR PSAP BEEN INVOLVED IN OR DISCUSSED CONSOLIDATION OR COMBINING 9-1-1 DISPATCHING SERVICES IN THE PAST 3-5 YEARS?	WHAT ENTITIES WERE INVOLVED?	WHAT WAS THE OUTCOME?	IF YOU DECIDED NOT TO COMBINE, WHY?	WHEN WAS THAT?	IS YOUR PSAP LOOKING AT ANY TYPE OF CONSOLIDATION OR COMBINING DISPATCHING SERVICES IN THE NEXT 12 TO 36 MONTHS?	IF YES, WHAT IS THE IMPETUS OF THAT DECISION?	WHAT ENTITIES ARE INVOLVED?	WHAT TYPE OF OPTIONS ARE YOU LOOKING AT?	WHAT PROCESS ARE YOU USING?	WHAT STATUTORY, POLICY, OR POLITICAL ISSUES DO YOU SEE AS BARRIERS TO CONSOLIDATION?
	Macomb County Sheriff's Office	Since approximately 1940, the Sheriff's Office has always provided dispatching services for local communities that were not able or chose not to provide their own PSAP and therefore have always been considered a consolidated dispatch center. The Sheriff's Office is open to accepting new communities into their center and is also interested in pursuing a consolidated center that may be formed under a different type of governing body/structure. Discussions/proposals on these concepts have occurred in the past and are currently on-going.	Multiple jurisdictions in the county.	Discussion is currently on-going.	Discussion is currently on-going. However, issues raised in the past whether concerning contracting with the Sheriff's Office and/or forming an entirely new governing body/structure have included such areas as cost, control, size, location, and staffing.	Discussions/proposals have been on-going over the years, however, in the last 2-3 years the subject has been more prominent.	Yes, as stated earlier discussions are on-going.	They are a combination of driving forces behind these discussions that include efficiency/quality of operations, financial impacts, and local governing body support.	Multiple	All	We are currently working with subject matter experts (police, fire, legal counsel, finance, communications, emergency management, etc.) to provide a proposal to our appointed and elected officials who will make the final determination.	The major barriers to this issue remain much the same as they have in the past when discussions have arisen. These include funding and shifts in local control.
	Romeo Police	Yes	Macomb County	Current 5 year study.	Does not apply to our PSAP	Does not apply to our PSAP	Yes	Outcome of study.	Macomb County	Possible contracting or consolidation of services.	Meetings.	Entities that currently pay nothing for 911 services.

COUNTY	PSAP NAME	HAS YOUR PSAP BEEN INVOLVED IN OR DISCUSSED CONSOLIDATION OR COMBINING 9-1-1 DISPATCHING SERVICES IN THE PAST 3-5 YEARS?	WHAT ENTITIES WERE INVOLVED?	WHAT WAS THE OUTCOME?	IF YOU DECIDED NOT TO COMBINE, WHY?	WHEN WAS THAT?	IS YOUR PSAP LOOKING AT ANY TYPE OF CONSOLIDATION OR COMBINING DISPATCHING SERVICES IN THE NEXT 12 TO 36 MONTHS?	IF YES, WHAT IS THE IMPETUS OF THAT DECISION?	WHAT ENTITIES ARE INVOLVED?	WHAT TYPE OF OPTIONS ARE YOU LOOKING AT?	WHAT PROCESS ARE YOU USING?	WHAT STATUTORY, POLICY, OR POLITICAL ISSUES DO YOU SEE AS BARRIERS TO CONSOLIDATION?
Mason/Oceana	Mason/Oceana Consolidated Dispatch Center	Yes	Mason-Oceana and Lake County	No changes were made. We just discussed the possibility of adding Lake County to our dispatch center, but felt a consolidation between Newaygo and Lake County would be a better solution.	It was a informal decision and not one that any study was done for, etc. There are no plans to reconsider as Lake County now has had a successful millage passed and can provide revenue for their own center.	2008	We are already a two county consolidated dispatch and are not considering any other changes at this time.	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	As a consolidated dispatch, some of the issues that came up were getting all agencies to have the same SOP's. It would be very difficult for a center to operate successfully if each agency operated under different policies and procedures. Mason Oceana 911 has been a very successful consolidation with a fairly smooth transition. I believe the make up of our authority board is one of the main reasons. Our board is made up of users of the dispatch system and not politicians. This has also been a benefit in that members of the board have not changed every few years and there has been consistency. I think there are several statutory, legislative areas that have to be considered for consolidation to occur. The white paper that was done by Miller Canfield a few years ago talks about many of these possible barriers.
Mecosta/ Osceola	Meceola Consolidated Central Dispatch Authority	Yes	MCCDA and Lake County	Lake County was also talking to Newaygo Co and as MSP from the Reed City post no longer had a presence in Lake county (which was our only shared resource) we stepped out to let any negotiations with Newaygo continue.	See above, there are no plans to reconsider.	3-5 yrs ago	No, MCCDA is already a consolidated center dispatch - completed in 9/1993. It's a partnership between Mecosta and Osceola Counties and we are the only PSAP for the 2 counties.	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP

COUNTY	PSAP NAME	HAS YOUR PSAP BEEN INVOLVED IN OR DISCUSSED CONSOLIDATION OR COMBINING 9-1-1 DISPATCHING SERVICES IN THE PAST 3-5 YEARS?	WHAT ENTITIES WERE INVOLVED?	WHAT WAS THE OUTCOME?	IF YOU DECIDED NOT TO COMBINE, WHY?	WHEN WAS THAT?	IS YOUR PSAP LOOKING AT ANY TYPE OF CONSOLIDATION OR COMBINING DISPATCHING SERVICES IN THE NEXT 12 TO 36 MONTHS?	IF YES, WHAT IS THE IMPETUS OF THAT DECISION?	WHAT ENTITIES ARE INVOLVED?	WHAT TYPE OF OPTIONS ARE YOU LOOKING AT?	WHAT PROCESS ARE YOU USING?	WHAT STATUTORY, POLICY, OR POLITICAL ISSUES DO YOU SEE AS BARRIERS TO CONSOLIDATION?
Washtenaw	Chelsea Police/Chelsea Area Fire Authority Dispatch	No	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Chelsea Police (PSAP) provides dispatch services for the Chelsea Area Fire Authority (four townships and a small city) and for the Chelsea Police Department (city only). The expectation of quality services from smaller communities and the quick responses, high standards, and levels of assurance delivered to these communities would be jeopardized if forced to consolidate into high call volume call centers. It has been my experience that what is considered a priority in one community may not be considered a priority in another. In small department PSAPs, dispatchers do more than just dispatch. They are the front desk officer and monitor prisoners just to name a couple of additional job tasks.
	Brownstown Police/Fire	Not officially.	N/A	N/A	We are unable to do at present because of space constraints, in process of obtaining new console furniture.		Possible	Working out particulars	N/A	N/A	N/A	Fire departments may be issue because of the different processes/procedures involved; i.e. full time-paid call-volunteer types.
	Washtenaw County	Ypsilanti City PD contracted with the Washtenaw County Sheriff's Office in early 2010 for PSAP services. This project was followed by co-location of Washtenaw County Sheriff Dispatch and Ann Arbor City Dispatch (our two largest PSAP's) in May of 2010.	Washtenaw County Sheriff Central Dispatch and City of Ann Arbor Dispatch.	Success. Cost and efficiency.	N/A	May 26, 2010.	Yes	Further cost savings and efficiencies.	Unknown at this time.			Aligning department procedures was one of the largest challenges.

COUNTY	PSAP NAME	HAS YOUR PSAP BEEN INVOLVED IN OR DISCUSSED CONSOLIDATION OR COMBINING 9-1-1 DISPATCHING SERVICES IN THE PAST 3-5 YEARS?	WHAT ENTITIES WERE INVOLVED?	WHAT WAS THE OUTCOME?	IF YOU DECIDED NOT TO COMBINE, WHY?	WHEN WAS THAT?	IS YOUR PSAP LOOKING AT ANY TYPE OF CONSOLIDATION OR COMBINING DISPATCHING SERVICES IN THE NEXT 12 TO 36 MONTHS?	IF YES, WHAT IS THE IMPETUS OF THAT DECISION?	WHAT ENTITIES ARE INVOLVED?	WHAT TYPE OF OPTIONS ARE YOU LOOKING AT?	WHAT PROCESS ARE YOU USING?	WHAT STATUTORY, POLICY, OR POLITICAL ISSUES DO YOU SEE AS BARRIERS TO CONSOLIDATION?
	Ann Arbor Police Department	Yes	Entire county to include Huron Valley Ambulance	After, parties could not agree on the county wide approach, we settled on joint dispatching by joining into one center in Ann Arbor, Washtenaw Co. & Ypsilanti.	We are doing separate dispatching but in the same center.	Went live in May 2011.	No more at this time.	None	DNA	DNA	DNA	Money, power, and policy - sounds like all the same government issues.
	University of Michigan Dept. of Public Safety	No	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	Does not apply to our PSAP	I don't know about all the specifics. I just know there is no interest at this time to consolidate.
Wayne	City of Madison Heights	Yes	Ferndale, Royal Oak, Hazel Park, Troy, Oakland Co.	Currently we are not merging. Cost savings did not materialize. Our dispatchers currently perform other tasks, including monitoring people in custody and booking areas. To move dispatch personnel would necessitate changes in the way we arrest and house people. With the lack of any short term savings, do negatives outweigh the benefits.	We did not merge. Why, totality of circumstances. Any cost savings in dispatch would lead to inefficiencies in other areas.	We had two studies done during 2010 involving Plant and Moran accounting firm. Date - all of 2010.	No, but the possibility is there.	No. 1 priority seems to be cost savings. Quality of service seems to be an after-thought.	Ferndale, Royal Oak, Hazel Park, Troy, Oakland County	Dispatching consolidation, jail consolidation.	Compiling information, numbers crunched by accounting firm based on input from select representatives of each community.	Courts and their freedom. We have three 43rd District Courts and should be consolidated (Ferndale, Hazel Park and Madison Heights). The courts in other adjoining communities are structure differently. Time - distance - convenience - local control verse minor cost saving efforts.
	Hazel Park Police	Yes	Ferndale, Royal Oak, Hazel Park, Troy, Oakland Co.	Decided it would not work. The chiefs and city managers got together and decided it would not work.	Unknown decision made with my involvement.	2010	Unknown	If we make that decision it would be to reduce costs.	Ferndale, Royal Oak, Hazel Park, Troy, Oakland County	Unknown, most of these decisions are made above my level.	Unknown.	Having multiple agencies running out of one dispatch without command being present from each agency.
	Harper Woods PD	Yes	All of the Grosse Pointe communities.	Did not proceed/meetings.	No	3 years ago.	No	N/A	N/A	Not re-hiring after retirements.	Budget cuts.	Money.



Michigan Public Safety Answering Point (PSAP) Consolidation Considerations

Public Safety Answering Points (PSAPs) are being encouraged to investigate consolidations for a variety of reasons. Economic reasons are making some consolidations necessary while technology may be making some consolidations possible where they weren't before.

In February 2011, a workgroup was created and comprised of representatives from Michigan Chapter of APCO, Michigan Chapter of NENA, and the Michigan Communications Directors Association. The workgroup was tasked with evaluating consolidation considerations for PSAPs operating within the State of Michigan. This document is a result of the workgroup's research and focuses on considerations and legislation specific to PSAPs throughout the State of Michigan. It should be noted that considerations specified in this document may not be suitable for other states as a result of varying statutes and regulations.

The origins of the principal concepts within this document are derived from APCO International's paper titled *Communications Center Consolidation Considerations*. The original APCO International document can be found in their document library on the website at http://www.apcointl.org/new/commcenter911/downloads/CCC_Checklist_FINAL.pdf.

Identify Requirements & Needs

The first step would be to identify the needs, impacts and requirements. The consolidation process can be complex, difficult and costly. It can also be beneficial, improve services and efficiency and be a potential cost saving. Many factors need to be considered when contemplating whether consolidation is right for your agency as well as what type of consolidation is right for your agency.

Consider the following questions when researching if a consolidation is right for your agency or area:

- Does consolidation make sense for your area from a service level, political, technological and financial perspective?
- Are calls frequently being transferred among or between agencies?
 - ✓ Would consolidation reduce or eliminate the transfer of 911 calls between agencies and improve response times and lower liability?

- Will Emergency Medical Dispatch (EMD) protocols be administered in-house or transferred off-site?
- Do multiple agency responses having to be coordinated between and among multiple dispatch centers?
 - ✓ Would consolidation improve incident coordination and interoperability? How?
- Do critical systems or facilities have to be upgraded or replaced?
 - ✓ Would a consolidation of these services or facilities provide a substantial cost savings?
- Are there performance or service levels below desires or expectations?
 - ✓ Will consolidation improve services?
 - ✓ If so, how?
- Are there concerns about sustainable funding for operations or for communications systems, CAD, radio, NG 9-1-1?
- What makes consolidation a viable alternative?
- What are the perceived benefits?
- What are the perceived deficits?
- What improvements can be expected?
- What obstacles and challenges can be expected?
 - ✓ Technical Considerations:
 - Common radio system with adequate coverage in the geographic area of the PSAP and participating agencies, or ability to network disparate radio systems at the PSAP
 - Common or disparate fire paging system(s) or station alerting system(s) with adequate coverage in the geographic area of the PSAP and participating agencies, or the ability to network over distance to the PSAP location
 - Common GIS platform, or ability of PSAP to utilize disparate GIS platforms.
 - Common CAD and associated records and jail systems fed by CAD
 - Cost savings for partnering agencies?
 - Retention/Conversion of historical data
 - Networking capabilities (telephone, radio, computers, etc.)
- How do proposed costs compare with current expenditures?
 - ✓ Develop a five (5) or ten (10) year pro-forma budget to weigh these costs.
- Upon what research/data are these conclusions based?
- Identify the willing and unwilling participants/partners in your consolidation effort?
- Is there funding available for your consolidation effort?
- Consolidation does not always result in cost savings. High start up and capital costs may delay any cost savings.
 - ✓ Where would you see cost savings?

- ✓ When would you see cost savings?
- Are there willing participants/partners in your consolidation effort?
 - ✓ A lead agency and stakeholders will need to be determined.
- Should a feasibility study be conducted?
 - ✓ What would the cost be?
- Should we consider a consultant to assist?
 - ✓ A consultant can independently review the facts and figures and then keep needs and budgets "realistic".
 - ✓ Some political issues revolving around consolidation may be better served by a neutral third-party consultant.
 - ✓ It is imperative that the selection of a consultant be agreed upon by all major players. This can preemptively address issues.
 - ✓ What would the cost be?
- Are there duties currently performed by dispatch personnel that are not dispatch related that will need to be managed elsewhere? Examples of this would be jail duties, records duties, receptionist, switchboard, walk in complaints and building access and security.
- Will there be a budget for developing the consolidation effort?
 - ✓ How will the capital costs related to the consolidation be funded?
- What will the funding mechanism be?

Determine the TYPE of Consolidation Desired

Advancements in technology now allow us to consider a multitude of different consolidation types. Below are some of the more common models of consolidation. Agencies need to review options and models to determine what will best fit their operational, economic, political, local and physical needs.

Different TYPES of Consolidation:

Co-Location

A co-location of PSAP's is the sharing of physical space by more than one PSAP and/or agency. In addition to sharing space, this may also include shared technology such as CAD, telephone systems, radios and recorders while remaining completely separate entities. An example would be a communications center that houses a city police dispatch and a city fire dispatch where the employees are employed by their respective agency and governance remains with that agency. This model can provide cost efficiencies by sharing physical space and technology while allowing agencies to keep administrative control.

Some examples of this consolidation model in Michigan are:

- Otsego County Central Dispatch and Gaylord MSP Regional Dispatch
- Marquette County Central Dispatch and Superior Regional Communications Center (Negaunee)

Regional).

Full Consolidation

This is the consolidation of 911 call answering and dispatch function for all public safety agencies within a defined geographical area into one agency. This type of consolidation usually provides services for all public safety call intake and dispatching within the assigned area. This consolidation is one agency with a single point of governance. These agencies can be their own entity or a separate department within another agency such as a sheriff's office. These agencies can operate out of a single or multiple physical locations. A full consolidation may also be a contractual relationship between neighboring public agencies and the PSAP agency.

Some examples of this consolidation model in Michigan are:

- Ottawa County Central Dispatch and Calhoun County Consolidated Dispatch (single county PSAP that has its own governing body; separate Authority).
- CCE 9-1-1 Central Dispatch, Meceola Central Dispatch, and Mason-Oceana 9-1-1 (multiple county PSAP that has its own governing body; separate Authority).
- Eaton County Central Dispatch and Bay County Central Dispatch (single county PSAP that is a department within the county structure with the Board of Commissioners being the governing body).
- Gladwin County Central Dispatch, Lake County Central Dispatch, and Missaukee County Central Dispatch (single county PSAP that is a department within the sheriff's office and falls under the county structure).

Virtual Consolidation

Virtual consolidation can include variations of what is listed above wherein a PSAP maintains separate physical locations but share common phone equipment, radio equipment, CAD and other public safety dispatching equipment over a secure managed network.

Some examples of this model are:

- Eaton County Central Dispatch, Clinton County Central Dispatch, Livingston County Central Dispatch and Lansing-Ingham Central Dispatch have an intergovernmental agreement that allows them to share the costs of new telephone technologies and virtual backup capability for their 911 call intake and dispatch operations.
- Upper Peninsula Authority – All PSAPs in the Upper Peninsula of Michigan (except for Superior Regional Communications Center) are currently implementing a secure managed network to provide common CAD and telephone technologies across the Upper Peninsula.
- Oakland County PSAPs – All PSAPs operating in Oakland County are connected by a secure managed network and they share one CAD system.

Partial Consolidation

A partial consolidation would be the consolidation of call intake and/or dispatch functions for multiple public safety agencies within a geographical area. This type of consolidation usually provides services for all public safety call intake and dispatching within the assigned area.

Some examples of this model are:

- Macomb County Sheriff Department Dispatch

Check Local and State Legal Requirements

There are many statutes, local plans and ordinances, and a multitude of other legal requirements impacting the process of consolidation and intergovernmental transfers of work. The following should be considered in all consolidation discussions:

- What is and what is not required to achieve consolidation?
- How does state law speak to this issue?
 - ✓ Current statutes (PA 32 of 1986 – Emergency Telephone Service Enabling Act, PA 7 of 1967 – Urban Cooperation Act, PA 8 of 1967 – Intergovernmental Transfer of Functions and Responsibilities Act, PA 57 of 1988 – Emergency Services Authority Act)
 - ✓ Upcoming statutes
- Are there mandates requiring consolidation?
- Are there any fiscal incentives to consolidate?
 - ✓ State Revenue Sharing?
 - ✓ Grant Opportunities?
- Are there any legislative obstacles?
 - ✓ PA 7 of 1967 – Urban Cooperation Act
 - ✓ PA 8 of 1967 – Intergovernmental Transfer of Functions and Responsibilities Act
 - ✓ PA 57 of 1988 – Emergency Services Authority Act
 - ✓ PA 179 of 1991 – Michigan Telecommunications Act
 - ✓ PA 368 of 1978 – Public Health Code Act
- Will simple contract, memoranda of understanding or intergovernmental agreement suffice, or is a referendum required?
 - ✓ What are the contractual obligations for current employer
 - ✓ If there will be a NEW employer, what are the contractual obligations (if any)?
- Are there restrictions as to what unit of government can operate or manage a PSAP?
 - ✓ PA 32 of 1986 refers to PSAP Governance
 - ✓ County’s Emergency Telephone Service District Plan
- Do external requirements such as LEIN/NCIC have a bearing?

Identify Interested Agencies

A group or individual will need to be placed in charge of the consolidation project and effort. This group or individual will be responsible for keeping focus, motivation and movement with the project and parties involved.

- Who will spearhead the consolidation project and effort?
- Who are the stakeholders in the project?
 - ✓ Need to identify all of the organizations that will be impacted by the project, not just those interested in joining the consolidation.
- What agencies are likely to participate?
- What services do they require and expect?
- What are the perceived consolidation obstacles?
- What agencies are against the consolidation proposal (if one exists)?
 - ✓ What are the agency's specific objections?
 - Local distrust
 - Trying to please and do all for all agencies
 - Political commitments/climate
 - Overcoming loss of "local" control
 - Overcoming concern of decreased level of services
 - Job losses
 - Closing of a Police Department (safe harbor) during non-business hours
 - Other work performed by current dispatch staff
- Can the objections be overcome?
 - ✓ If so, how?
- Do you have buy-in and participation not only from the PSAP and communication managers but from public officials of participating agencies and municipalities?
- When and if appropriate, should we seek public support?

Identify the Best Governance for Your Consolidation

There are different governance models that are allowed under the Emergency Telephone Service Enabling Act (PA 32 of 1986). Selecting a governance structure that suits your geographical and political area is a critical component to a successful consolidation.

- Does legislation address governance for consolidated centers?
- Will the center be governed by:
 - ✓ One participating agency?
 - ✓ A board created by a joint powers agreement?

- Will there be separate operations (Law, Fire, and EMS) and governance boards or a single body?
- Governance model examples:
 - ✓ Separate Department within an existing department's governmental structure. This model has a civilian director that reports within the department's organizational structure with other department heads.

Examples of this model are:

- St. Joseph County Central Dispatch
- Van Buren County Central Dispatch

- ✓ A Department that is part of a participating/existing agency. Sworn personnel manage the PSAP and fall under the management of that department.

Examples of this model are:

- Macomb County Sheriff Department Dispatch
- Lake County Central Dispatch
- Missaukee County Central Dispatch
- Gladwin County Central Dispatch

- ✓ Independent Authority. A civilian director typically manages these agencies and reports to a board of representatives from participating members.

Examples of this model are:

- Southeast Regional Emergency Services Authority (SERESA)
- Midland County Central Dispatch
- Calhoun County Consolidated Dispatch Authority
- Montcalm County Consolidated Dispatch Authority

- ✓ Contractual. Governmental units can enter into contractual agreements with one another in order to provide PSAP and/or dispatch service.

Examples of this model are:

- Oakland County Sheriff PSAP
- Troy Police Department PSAP
- Novi Regional Dispatch
- Chippewa, Luce and Mackinac Consolidation

- Will the structure be civilian versus uniform or some hybrid thereof?
 - ✓ Create an organizational structure chart

Develop Participation Projections

It is important to gather as much information as possible regarding the logistics of the geographic region and local units of government in which consolidation is being considered (9-1-1 calls, non-9-1-1 calls to dispatch centers, law enforcement statistics, fire department statistics, EMS statistics, number of public safety personnel, etc).

- How many agencies will participate?
- What is the call volume for each agency?
- What services are required and expected by each agency?
- How many telecommunicators will be needed/required?
 - ✓ Staffing requirement tools – Project RETAINS, Erlang formulae, etc.
- How many support staff/personnel will be needed?
- What will the personnel costs be?
- Are there a minimum number of agencies required to make the project work?
- Is there a particular agency critical to the success of the project?

Determine Facility Projections

There are many things to be considered regarding a facility capable of housing a Public Safety Answering Point (PSAP). In any type of consolidation, an agency is going to see an increased need for space. Sometimes this may be simply for additional equipment and in other cases it may be for additional staff.

- What are the political, technical, and operational concerns associated with the PSAP location?
 - ✓ Define and address each concern.
- What facility features are desired?
- What are the public safety industry standards for design, construction and equipping a PSAP?
- How will the facility be furnished?
- What are the security needs of the facility?
 - ✓ Limited Access
 - ✓ Camera monitoring
 - ✓ Window specifications
 - ✓ Man made threats
 - ✓ Weather threats
 - Are there any special levels of protection needed, such as seismic or wind?
 - Electrical (single point of ground)
 - ✓ Cyber Security
- Can an existing PSAP fill the facility needs or is construction required?
 - ✓ Can a current PSAP be expanded or does this construction require a new location?
- If new construction, what are the site procurement concerns?
 - ✓ Is there government land available if a new facility is necessary?
 - ✓ If no government land exists, is any other suitable property available?
 - If so, at what cost?

- ✓ Location (Consider where critical infrastructures are located in relation to your site choice to eliminate challenges during events, i.e. chemical plant releases, train derailments, airplane crashes, etc. Also consider weather and geographical concerns such as flood zones.)
- ✓ Permit costs.
- ✓ Does the site need to be located near the EOC?
- Will a backup center be required?
 - ✓ If virtual consolidation, will established means of communication facilitate backup?
- Can an existing PSAP easily become a backup Center?
- What is the estimated 9-1-1 call volume?
- What is the estimated non-9-1-1 call volume?
- Does each PSAP handle non-emergency calls the same way?
- Consider the need for generator and UPS power.
- Consider HVAC needs and requirements.
- Consider lighting needs in a PSAP environment.
- Consider acoustic needs in a PSAP environment.
- Consider parking needs for PSAP personnel, events and training.
- Consider ADA requirements.

Investigate Technology Needs

Regardless of the type of consolidation, it is always necessary to investigate the technical needs of the PSAP. A good way to start this process is by conducting an inventory of the primary technologies operating in the existing PSAPs. This provides an accurate assessment of what the PSAPs currently have operating and help all parties to better answer the following questions:

- What are the NG911 considerations and requirements that need addressed?
- Can CAD, phone, radio, RMS, recording and other systems in place be used?
 - ✓ Upgraded?
 - ✓ Replaced?
- What mapping system will be used?
- What are the CPE requirements and needs?
- What are the radio requirements and needs?
 - ✓ Does radio interoperability exist?
 - ✓ At what level?
 - ✓ How can this be improved, if needed?
- What are the radio console requirement and needs?

- What are the hardware and software needs?
- Will there be an IT administrator hired for the project? What are the future IT personnel needs?
- What are the connectivity concerns?
- Is new technology required to support consolidation?
 - ✓ What technologies?
- Are there ways of phasing in new technology?
 - ✓ If so, how, and over what time period?
- Do any agencies have major technology upgrades (such as narrow banding or the addition of AVL or MDTs) in their future?
 - ✓ How will this be managed?

Resolve Staffing Issues

It is much more productive to discuss staffing issues early on and openly when considering consolidation. Continually updating current employees on the progress is key.

- Will all current employees keep their jobs?
 - ✓ If not, how will selections be made?
 - ✓ Will current employees need to re-apply?
- How will new vacancies be filled?
- Are any personnel unionized?
 - ✓ If so, are they all represented by the same bargaining agent?
 - ✓ How is this addressed?
- How will past accrued time be honored?
- Will seniority matter?
- How will supervisors be chosen?
- Are all potential participants at or near the same pay scale?
 - ✓ If not, what are the acceptable options for handling this?
- How will salary and benefits be determined (Health, Vacation, etc)?
- What about retirement?
- Will employees lose retirement benefits/vesting?
 - ✓ Will employees lose retiree health care?
- Will uniforms be worn?
 - ✓ If so, will uniforms be provided?
- In multi-discipline centers will all employees be expected to handle all agencies, or will “specialized”

dispatchers (fire only, law only, etc.) be used?

- ✓ How does this impact salary?
- Will employees be expected to perform all functions or will specific duties be delegated to specific positions/titles such as call-takers, dispatchers, etc?
- What schedule will be used?
- Are there enough existing employees to handle this or are there too many?
- Will new job descriptions need to be created?

Operational Management Issues

Operational management considerations should be addressed promptly regarding the newly consolidated PSAP. This may require significant meetings with public officials and department officials.

- How will SOPs be generated?
- Can pieces of existing SOPs be used or will a new document be required?
- Will one user agency be responsible for management of personnel and budgetary processes; or will the center adopt its own best practices?
 - ✓ If so, does this require the filing of additional documents with any governing agency?
- Will legal counsel for the center be required, or can it be provided by a user agency?
- Will liability insurance be required, or can it be provided by one of the participating agencies?
- Will accounting, payroll, and other financial services be required; or can these services be provided by one of the participating agencies?
- What accreditations are mandated – if any?
- Will voluntary accreditations such as CALEA be sought?
 - ✓ If so, when, by whom, and at what cost?
- Does the State have basic requirements for PSAPs or personnel?
- Look into legacy issues such as agencies relying on their PSAP to provide non-traditional services, or serving as a “pick up point” for hard-copy information. How will this change?

Develop Cost Estimates

Meetings should occur between the consolidation team, PSAP management, and public officials in order to accurately assess the cost of the consolidation. The cost assessment should include projected operational costs for a minimum of the first five year period after the consolidation.

- What are the start-up costs?

- ✓ Is there a funding source for the start-up (capital) costs?
- ✓ If no, where will the money come from for the start-up costs?
- Annual cost of operation?
 - ✓ PSAP operations
 - ✓ Infrastructure for communications systems
 - ✓ Maintenance and service contracts
- Recurring capital expenses (what are system life-cycles?)
- Make sure that ALL expenditures are carefully identified and documented. For example, personnel will require at least some training regarding the new organization and/or facility. Determine if this will be part of the consolidated budget, or if future users will be responsible for supporting these costs directly prior to the official start-up.

Create a Funding Model

Investigate what types of funding options are available for PSAPs under P.A. 32 of 1986.

- Determine how first year costs will be funded.
 - ✓ Will this be different for future fiscal years?
 - ✓ If so, how?
- If the plan calls for work to begin in the middle of a fiscal year, how will this be addressed?
- Are all participants on the same fiscal cycle?
 - ✓ If not, identify how the consolidated budget can best interface with these.
- Are other sources of funding available such as state 9-1-1 surcharge funds or federal or state grants?
 - ✓ If so, how much can be guaranteed?
- What type of auditing procedure is required by law and how will this be accomplished?
- Determine if agency/user fees will be necessary.
 - ✓ If so, what will be the basis/factors for establishing an equitable fee structure?
 - ✓ Involve the CFOs of participants in this process.

Review “Best Practices” Documentation on Consolidation

Remember – you are not the first person to undertake a consolidation. Utilize your professional networks of other municipalities, public officials, and PSAP managers who already experienced a similar consolidation.

- Check with Michigan APCO, Michigan NENA, the Michigan Communications Directors Association, and the State 9-1-1 Administrative Office for resources and timely information.

- Identify other similar sized centers that have successfully consolidated and make a few calls, perhaps even visit.
- Get one-on-one advice from people who have “been there and done that.”
- Incorporate these suggestions into your plan

Create a Transition Plan

Make a “to do” list of everything that must be done to get from where you are now to where you want to be. Don’t expect to get it perfect the first time as it will become a living document. Consider using project management software to track your timeline and resources. The timelines are also a critical ‘selling’ point early on.

- Identify dependencies.
- What has to be done first?
- What can’t be done until other actions are accomplished?
- Make sure communications are frequent and remain open. Briefings need to occur more often closer to cutover, and need to continue for some time thereafter. Leave sufficient time to adequately complete the tasks at hand.
- Develop a realistic transition budget with contingency.
- Identify any “deal breakers” or “drop dead dates” that may exist.
- Create a committee to oversee the transition (and even individual critical components) with key players assigned to manage key tasks.

Training

In most consolidations there will always be training necessary for the employees. Whether the training is technological or operational (procedures, policies, etc) the training needs of the employees must be a priority.

- Is training necessary as a result of the consolidation (new systems, new policies and procedures, etc)?
- Identify and analyze all existing training including any specialty training (such as EMD, EMT, teletype, etc.).
- Conduct a needs assessment as part of the process to assist in determining training standards.
- What is the duration of training of existing employees in the new environment?
- What is the duration of training of new hires?
- Will employees have a probation period?

Quality Assurance

PSAPs attempt to maintain the highest level of end-user satisfaction through continuous improvements in quality, delivery, and service. These services are determined by the participating municipalities and measured by a standard quality system.

- Does each current PSAP have a QA program?
- Will a new QA program be adopted?
- How will QA results affect personnel?
- Will the QA results/information be shared with the participating entities?

Create a Business Plan

A business plan for your PSAP, in its simplest form, should define where you want to be within a certain period of time (usually five years) and how you plan on getting there. The plan also outlines important starting points and provides a blueprint for improving services within your PSAP.

- Using input from all of the above, generate the first draft of a business plan.
- In addition to normal operational concerns, attention should be given to the need for potential consulting services as well as the identification of alternate sources of funding.
- Examine not only the start-up of the center, but its long-term management.
- Address continuity of operations.
- Identify the perceived challenges during the first five years and address them.
- Use available data to chart projected demands and community growth.
- Address technology life-cycles and personnel needs starting at day one and moving toward the future.

Effect the Consolidation

It is now time for you to effect the consolidation. Your transition plan specified earlier will greatly assist you in this process.

- Set a firm but flexible time line or schedule for the milestones of implementation.
- Conduct all needed tests (more than once!).
- Verify that all systems are in place and working and that all employees have been trained.
- Implement the final stages of the transition plan.
- Identify participants.
 - ✓ Will all agencies participate from hour one, day one, or will there be a gradual ramping up?
- Ensure sufficient staffing and vendor technical support is on-site before and after the cut-over.
- Verify and confirm that all necessary service/maintenance contract vendors are involved and available

(or even on-site) for the transition.

- Consider a press release to the media regarding the event.
- Consider updating the media on a regular basis to maintain public and user interest.
 - ✓ Consider having an “Open House” ahead of cut-over.
- Publicize any seven digit numbers that may have changed.
 - ✓ Setup call forwarding for a time.
- Decommission those facilities no longer needed.
- Address major issues immediately.
- Consider “pooling” minor issues to deal with when the dust settles as they may not be issues at all.
- Hold debriefing sessions to identify the good, bad, and ugly of the experience.



Communications Center Consolidation Considerations

*A guide for those contemplating the consolidation
of one or more Public Safety Answering Points*

Determine Type of Consolidation Desired

- **Co-Location Only:** Multiple agencies share common facility but maintain separate call taking/dispatch capability.
- **Single Discipline Call taking:** Multiple agencies of common discipline (i.e. police only) share common facility and consolidate call taking operations.
- **Single Discipline Dispatch:** Multiple agencies of common discipline (i.e. police only) share common facility and consolidate dispatch operations.
- **Consolidated Call taking:** Multiple agencies share common facility and consolidate call taking operations for more than one discipline.
- **Full Consolidation:** Multiple agencies share common facility and consolidate call taking and dispatch operations across multiple disciplines.
- **Virtual Consolidation:** Variation of scenarios 2-5 listed above wherein PSAP maintains separate physical locations but share common call taking and/or dispatch capabilities over a secure managed network.
- **Dual Mode Consolidation:** Variation of scenarios 1-5 listed above whereby both public safety and non-public safety agencies share a common facility and potentially a degree of shared technology (i.e. 9-1-1 and 3-1-1 sharing common facility and common CAD system).

Check the Legal Requirements

- What is and what is not required to conduct a consolidation?
- How does state law speak to this issue?
- Will simple memoranda of understanding or intergovernmental agreement suffice, or is a referendum required?
- If so, what steps are required to place it on the ballot?
- Are there restrictions as to what unit of government can operate or manage a PSAP?
- Are there mandates requiring consolidation?
- Do external requirements such as NCIC have a bearing?

Identify Requirements-(Develop a case for consolidation)

- How do you know if consolidation is right for an agency?
- Are calls being transferred among or between agencies?
- Are multiple agency responses having to be coordinated between and among different dispatch centers?
- Are critical systems or facilities having to be upgraded or replaced?
- Are there performance or service levels below desires or expectations?
- Are there concerns about sustainable funding for operations or for communications systems, CAD, radio, NG 9-1-1?
- What makes consolidation a viable alternative?
- What are the perceived benefits?
- What improvements can be expected?
- How do proposed costs compare with current expenditures?
- Upon what research/data are these conclusions based?

Identify Requirements-(Continued)

- *Note that consolidations may not save a significant amount of money especially during “start-up”. Given this, what are other “selling factors?”*
 - *Improved services to the citizens*
 - *Consistent and uniform services*
 - *Improved coordination and interoperability (i.e. cross jurisdiction, officer safety, etc.)*
 - *Major incident coordination*
 - *Economies of scale*
 - *Potential long term cost effectiveness.*

Identify Interested Agencies

- What agencies are likely participants?
- What services do they expect?

Identify Challenges

- What agencies are against the proposal?
- What are their objections?
 - Local distrust
 - Trying to please all and do all for all agencies
 - Creating and sustaining political commitment
 - Overcoming perception of loss of local touch or specialized services
 - Overcoming fear of decreased level of services
 - Fear of job loss (dispatchers and/or first responders)
- Can these be overcome? How?
- *Get buy-in and participation not only from PSAP and communications managers, but from public officials and CEOs of participating agencies and municipalities, as well.*
- *When and if appropriate, seek public support.*

Identify Best Governance For Your Situation

- How will the center likely be managed?
- Will it be managed by one participating agency?
- Controlled by a joint powers agreement and report to a board?
- Will there be separate operations (fire, law, EMS) and governance boards or a single body?
- Will the structure be civilian versus uniform or some hybrid thereof?

Develop Participation Projections

- How many agencies will participate?
- What is their total call volume?
- What services are expected?
- Are current policies and procedures reasonably compatible or could they be so?
- How many telecommunicators will be required (using Project RETAINS, Erlang formulae, etc.)
- How many support personnel?
- Are there a minimum number of agencies required to make the project work?
- Are any singular agencies critical to the success?

Determine Facility Projections

- What are the political and operational concerns associated with PSAP location?
- How can these be defined and addressed?
- What features are desired?
- Are there any special levels of protection needed, such as seismic or wind?
- How will the facility be furnished?
- What are the security needs?
- Can an existing PSAP fill these needs or is construction required?
- Can this PSAP be expanded or does this construction require a new location?
- Is there Government land available if a new build is necessary?
- If no Government land exists, is another suitable property available?
- If so, at what cost?
- Will a backup center be required?
- Can an existing PSAP easily become a backup Center?

Investigate Technology Needs

- Can CAD, phone, radio, recording and other systems in place be used?
- Upgraded?
- Is all new technology required to support consolidation?
- Does radio interoperability exist?
- At what level?
- How can this be improved, if needed?
- Are there ways of phasing in new technology?
- If so, how, and over what time period?
- Do any agencies have major technology upgrades (such as narrow banding or the addition of AVL or MDTs) in their future?
- How will this be managed?

Resolve Staffing Issues

- Will all current employees keep their jobs?
- If not, how will selections be made?
- How will new vacancies be filled?
- Are any personnel unionized?
- Are they all represented by the same bargaining agent?
- How is this addressed?
- How will past accrued time be honored?
- Will seniority matter?
- How will supervisors be chosen?
- Are all potential participants at or near the same pay scale?
- If not, what are the acceptable options for handling this?
- In multi-discipline centers will all employees be expected to handle all agencies, or will "specialized" dispatchers (fire only, law only, etc.) be used?
- How does this impact salary?
- What schedule will be used?
- Are there enough existing employees to handle this? Too many?

Address Management Issues

- How will an SOP be generated?
- Can pieces of existing SOPs be used or will a new document be required?
- Will one user agency be responsible for management of personnel and budgetary processes, or will center adopt its own best practices?
- If so, does this require the filing of additional documents with any governing agency?
- How will salary and benefits be determined?
- Will uniforms be provided?
- What about retirement?
- Will legal counsel for the center be required, or can it be provided by a user agency?
- What accreditations are mandated? SCIC/NCIC?
- Will voluntary accreditations such as CALEA be sought?
- If so, when, by whom, and at what cost?
- Does the State have basic requirements for PSAPs or personnel?
- *Look into legacy issues such as agencies relying on their PSAP to provide non-traditional services, or serving as a “pick up point” for hard-copy information. How will this change?*

Develop Cost Estimates

- What are the start-up costs?
- Annual cost of operation?
- Recurring capital expenses (what are system life-cycles?)
- *Make sure that ALL expenditures are carefully identified and documented. For example, personnel will require at least some training regarding the new organization and/or facility. Determine if this will be part of the consolidated budget, or if future users be responsible for supporting these costs directly prior to the official start-up.*

Create a Funding Model

- Upon creation of a budget, determine how first year costs will be funded.
- Will this be different for future fiscal years?
- If so, how?
- If the plan calls for work to begin in the middle of a fiscal year, how will this be addressed?
- Are all participants on the same fiscal cycle?
- If not, identify how the consolidated budget can best interface with these.
- Are funds from other than user agency sources available such as state 9-1-1 fees or federal or state grants?
- If so, how much can be guaranteed?
- What type of auditing procedure is required by law and how will this be accomplished?
- *Determine upon what factors contributions will be based. Gather information on many models before deciding.*
- *Involve the CFOs of participants in this process.*

Review “Best Practices” Documentation on the Subject

Remember – you are not the first person to undertake a consolidation!

- *Check APCO and other resources for timely information.*
- *Identify other similar sized centers that have successfully consolidated and make a few calls, perhaps even visit.*
- *Get one-on-one advice from people who have “been there and done that.”*
- *Incorporate these suggestions into your plan.*

Create a Transition Plan

- *Make a “to do” list of everything that must be done to get from where you are now to where you want to be. Don’t expect to get it perfect the first time as it will become a living document. Consider using project management software such as Microsoft Project to track your timeline and resources.*
- *The timelines are also a critical ‘selling’ point early on.*
- *Identify dependencies.*
 - *What has to be done first?*
 - *What can’t be done until other actions are accomplished?*
- *Make sure communications are frequent and remain open. Briefings need to occur more often closer to cutover, and needs to continue for some time thereafter. Leave sufficient time to adequately complete the tasks at hand.*
- *Develop a realistic transition budget with contingency.*
- *Identify any “deal breakers” or “drop dead dates” that may exist.*
- *Create a committee to oversee the transition (and even individual critical components) with key players assigned to manage key tasks.*

Training

- *Identify and analyze all existing training including any specialty training (such as EMD, EMT, teletype, etc.).*
- *Conduct a needs assessment as part of the process to assist in determining training standards*

Create a Business Plan

- *Using input from all of the above, generate the first draft of a business plan.*
- *In addition to normal operational concerns, attention should be given to the need for potential consulting services as well as the identification of alternate sources of funding.*
- *Examine not only the start-up of the center, but its long-term management.*
- *Address continuity of operations.*
- *Identify the perceived challenges during the first five years and address them.*
- *Use available data to chart projected demands and community growth.*
- *Address technology life-cycles and personnel needs starting at day one and moving toward the future.*

Do you need a consultant?

- *A consultant can independently review the facts and figures and then keep needs and budgets "realistic".*
- *Some political issues revolving around consolidation may be better served by a third-party consultant.*
- *It is imperative that the selection of a consultant be agreed upon by all major players. This can preemptively addresses issues.*
- *In the end this decision rests with the localities involved.*

Effect the Consolidation

- *Set a firm but flexible time line or schedule for the milestones of implementation.*
- *Conduct all needed tests (more than once!).*
- *Verify that all systems are in place and working and that all employees have been trained.*
- *Implement the final stages of the transition plan.*
- *Identify participants.*
 - *Will all agencies participate from hour one, day one, or will there be a gradual ramping up?*
- *Ensure sufficient staffing and vendor technical support is onsite before and after the cut.*
- *Notify the media of the event.*

Effect the Consolidation

- *Periodically update them during the project to maintain public and user interest. Have an ‘open house’ ahead of cutover.*
- *Publicize any seven digit numbers that may have changed.*
- *Decommission those facilities no longer needed.*
- *Address major issues immediately.*
- *Consider “pooling” minor issues to deal with when the dust settles as they may not be issues at all.*
- *Hold plenty of debriefing sessions to identify the good, bad, and ugly of the experience.*
- *Then, **relax!***



You have an opportunity to bring your questions, comments and suggestions forward through APCO’s Professional Networking Platform, **PSConnect**. Join PSConnect and sign up for the Agency Management & Operations Forum to discuss your consolidation issues, questions or input!

WWW.PSCONNECT.ORG

If you have any questions about the Consolidated Center Directors Network (CCDN) or PSConnect, please contact Loredana Elsberry at ElsberryL@apointl.org

Consolidated Center Directors Network Consolidated Communications Center Survey Results

Executive Summary

The APCO Consolidated Center Directors Network (CCDN) is comprised of public safety communications center directors representing our nation's consolidated, multi-jurisdiction or multi-agency centers. The CCDN was established to advise APCO and the industry at-large and to make recommendations to the Board of Officers on public safety communications issues.

In an effort to provide tools to those APCO members, who may be contemplating consolidation, the CCDN has been working to gather non-proprietary information about the consolidation of public safety communications centers. One of these tools was the creation of a survey, which was developed by the members of the network, who are Directors of consolidated centers from across the nation.

On April 20, 2010, the APCO International Consolidated Communications Center Survey was released via the APCO Home page, sent to the APCO Governing Bodies for dissemination and members of the network shared the survey with the consolidated counterparts in their states, as well. The survey was open for approximately two months and was completed by 198 individuals nationwide. Included herein are the results of the survey. For the purposes for this survey, consolidation was defined as the combining of two or more Communications Centers into a single facility and/or organization using one of several existing models.

The survey was comprised of questions that focused on areas of demographics, governance, operational issues, staffing, and funding.

Summary of Survey Results

Over 47% of respondents stated that they were motivated to consolidation because research suggested economic benefits and 45% of the respondents stated that they were motivated by suggested operational benefits.

69% of respondents stated that the largest challenge to consolidation was related to personnel issues such as training, mingling of different staffs and unions, with 68% of the respondents stating that securing "agency buy-in" was the next biggest challenge.

Respondents were asked to rank benefits of consolidation, and over 84% of the respondents stated that single point of contact and control was the biggest benefit. Drawbacks to the consolidation process included interagency rivalry and politics.

The organizational structure of the consolidated centers varied; however, over 72% of the centers were civilian based, and the majority of consolidated centers are funded through telephone surcharge fees (76%).

Based upon the results of the survey, consolidated centers are diverse in their makeup and populations served, with 29.6% of the centers having a population between 100,001 and 250,000, with over 27.5% who process between 250,001 and 500,000 calls for service annually.

The CCDN is pleased to present the survey and its findings and hope that the following provides APCO members with information that will assist their organizations as they contemplate the concept of consolidation.

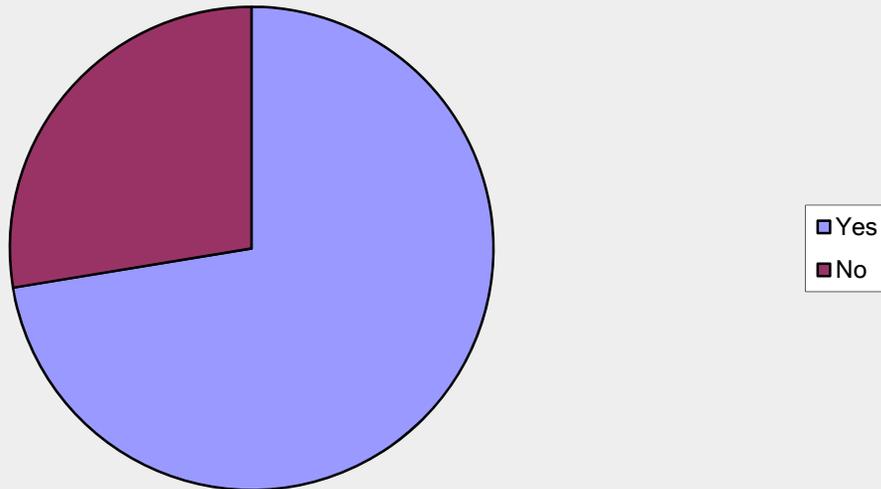
Should you want to obtain additional information regarding the survey or have questions regarding consolidation, please contact the Consolidated Center Directors Network (CCDN) through APCO's Professional Networking Platform, **PSCconnect**. You may sign up at WWW.PSCCONNECT.ORG.

If you have any questions about the Consolidated Center Directors Network (CCDN) or PSCconnect, please contact Loredana Elsberry at ElsberryL@apcointl.org

APCO CCDN Survey

Are you consolidated?		
Answer Options	Response Percent	Response Count
Yes	72.4%	168
No	27.6%	64
<i>answered question</i>		232
<i>skipped question</i>		81

Are you consolidated? For the purposes for this survey, we consider consolidation to be the combining of two or more Communications Centers into a single facility and/or organization using one of several existing models.



APCO CCDN Survey

Why did you consolidate? Check ALL that apply.		
Answer Options	Response Percent	Response Count
Statewide or local mandate required it	10.5%	18
Research suggested economic benefits	47.4%	81
Research suggested operational benefits	45.6%	78
As a result of a related initiative (PSAP construction, 9-1-1-)	32.7%	56
Other (please describe)	32.2%	55
	<i>answered question</i>	171
	<i>skipped question</i>	142

Number	Response Date	Other (please describe)
1		Merger of City and County Police Departments along with their respective PSAPs.
2		Valley Com has been a consolidated center for more than 30 years, so the answers to this survey are dated.
3		In 1975 a Hillside Police Officer was killed on a traffic stop and his radio traffic was not heard due to congestion on the radio frequency. This incident caused communities in the area to band together and form a consolidated dispatch center that pre-dated 911.
4		We provide 911 services for the County of Hanover and the Incorporated Town of Ashland - a separate jurisdiction
5		We started as a consolidated center in 1977.
6		Done in early 1990's (prior to my arrival in the position). 9-1-1 Center serves as the PSAP for Accomack and Northampton counties (Virginia).
7		Have been for over 25 years. Just made sense.
8		The County Manager wanted to consolidate to allow the Fire Department personnel who staffed fire communications to return to working from a fire station. This was in addition to preparing for the implementation of basic 9-1-1.
9		high number of medical calls being transferred back and forth causing up to 4 minute delay
10		we are considering Consolidation.

11 decreasing call volumes on fire side, increased call volumes on EMS= City
says consolidate

12 Our consolidation will be in effect July 1, 2010

13 Closed only other local PSAP we planned for future closing if it occurred.
Village closed it because of budget constraints 10 yrs ago

14 Shrinking Budgets

15 Closed by City Police Dept. to save money no Research was done prior to
move.

16 We are considering consolidation with Bensenville PD

17 At the time it allowed for a community shared 9-1-1 system as the technology
for selective routing was not yet available. All communities shared the same
telco central office.

18 Economic budget constraints.

19 Recognized it to be the right thing to do. Identified a third party to oversee so
one agency did not have control.

20 Small rural parish whose economic model demanded consolidation if we
wanted to progress. We did this 13 years ago.

21 n/a

22 For my county, the county took a bond out on construction which the more
towns sign on with them, the less money is required for the overhead. Its
causing a MAJOR loss of jobs as the county is stacking 6 towns/talk
group/dispatcher

23 Two for the 3 villages could not afford their own center, therefore contracted
with us

24 We have been consolidated from the beginning. Other then the State Patrol,
we are the only PSAP in the county.

25 Budget considerations by the local city that closed their PSAP operation to
consolidate with the county wide central dispatch (effective 7-1-2010)

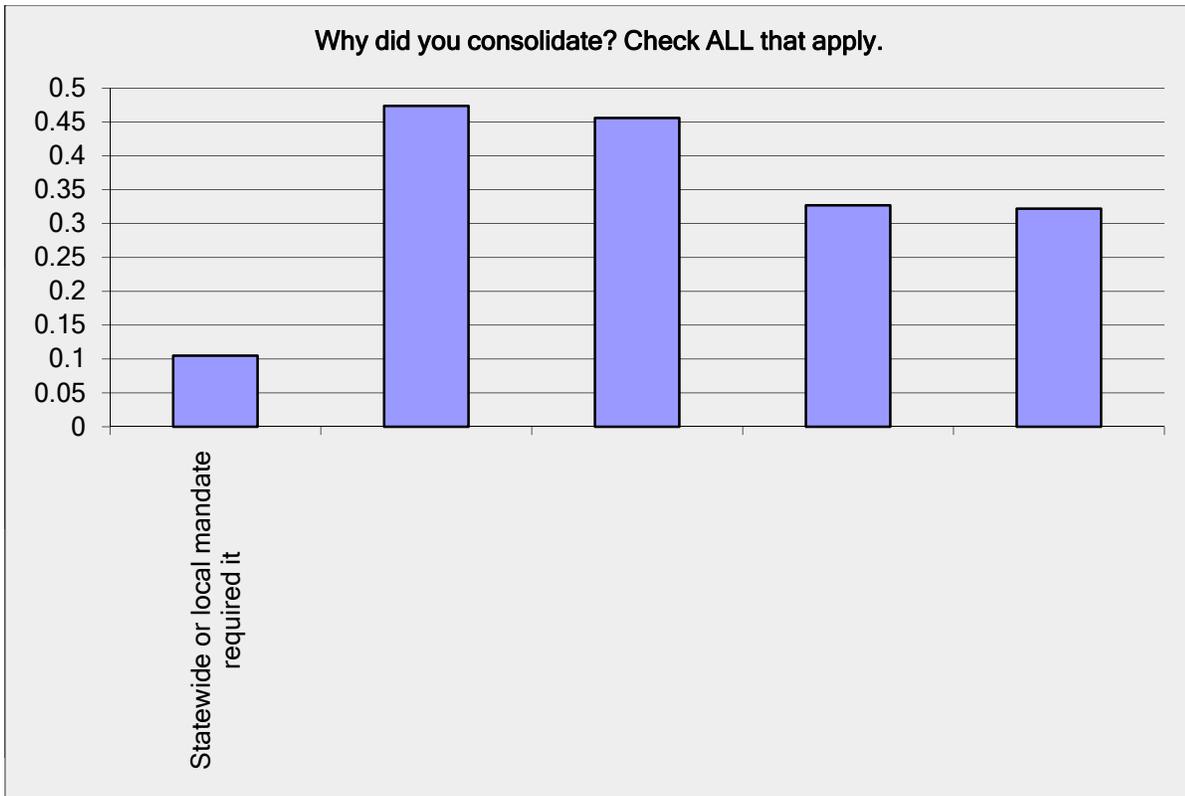
26 Soon to be consolidated

27 Recommended after study as Planning and Research Director for PD. County
had separate/co-located Police and Fire/EMS Communications Centers

28 The 3 dispatch centers in the County were combined in 1991 to establish a
central dispatch authority for the county

- 29 Concern regarding the failure of smaller PSAPs to standardize thereby reducing the standard of care and increasing liability.
- 30 Political decision to reduce redundancy (CAD upgrade), improve efficiency (reduce response time) and share infrastructure (IT, administration, Mapping, training)
- 31 Our center has been consolidated for a long time. During my 22 year tenure we absorbed 3 additional agencies.
- 32 budget driven
- 33 N/A
- 34 local municipal agencies discontinued dispatch services (over 15 years ago). we've been fully consolidated for some time.
- 35 When we actually received the number 9-1-1 to call for emergencies in the county.
- 36 Passage of a county wide sales tax eliminating the two separate taxes
- 37 We consolidated twice, once 30 years ago to police, fire, and ems. Then last year to a building that also houses State police, State transportation and Office of emergency management, though we do not dispatch to them.
- 38 Determination of Public Safety agencies to make our ECC a civilian organization under a civilian director.
- 39 Have always been consolidated
- 40 haven't @ deny to stop fighting for my son's voice @ rights to be heard for his freedom and other children's freedom. also for law enforcement, dhs advocacy, doctors, attorneys, judges, therapist, counselors, district attorneys to take cases of infant and toddlers serious.
- 41 Funding was problem for several stand alone centers. The low revenues drove this process forward. Research shows consolidation will improve our overall system also.
- 42 Question does not pertain to our agency

- 43 Both centers believed while consolidation does not necessarily create cost efficiencies, it do create efficiencies in public safety. An example is the efficiency of sharing information in multi agency response incidents, without the time delay of information transfer between centers (as well as loss of information in the transfer). On question #1, I marked yes, however our consolidation is not actually complete until July 1, 2010.
- 44 Consolidation took place when 911 became active in our jurisdiction in 1989.
- 45 It has been discussed on several occasions, but it hasn't been done.
- 46 Could get better equipment with 3 contributors and for better coverage of the area/also faster communication between the cities
- 47 Other smaller city wanted to do away with a smaller operation
- 48 City and County Merged
- 49 We consolidated the County's 9-1-1, Police and Fire Dispatch operations
- 50 20 years ago, several fire & Police chiefs recognized the benefits of consolidation for response and for financial reasons
- 51 Recognition present system was not working as the jailers were doing the dispatching.
- 52 Officer death due to frequency overload.
- 53 Hospital Security and facilities dispatch
- 54 Our center has been consolidated for a very long time, since at least the 70's or 80's and long before I came here in 1994. I suspect the reason was it was the most reasonable way to handle emergency calls. Originally, they were handled by the Sheriff's Office.
- 55 financial and more efficient



APCO CCDN Survey

What were the challenges to consolidation? Check ALL that apply.

Answer Options	Response Percent	Response Count
Required a public vote	8.1%	14
Securing agency "buy ins"	68.0%	117
Drafting intergovernmental agreements	51.7%	89
Determining governing rules	42.4%	73
Technical (coordinating disparate systems, installing new	56.4%	97
Personnel (training, mingling staffs, union rules, etc.)	69.2%	119
Other (please describe)	19.8%	34
	answered question	172
	skipped question	141

Number	Other (please describe)
1	Power struggle in regards to how had the best procedures. Poor pre-planning.
2	The most difficult from the operational side was having 2 separate procedures manuals from each dispatch center that were consolidated.
3	Unknown
4	Our consolidation occurred 30 years ago and, honestly, there isn't anyone left who was there at the time to ask!
5	Hired 2 of 3 employees for psap we have an 800 Mhz countywide system only had to move agencies to coming channel and adjust procedures
6	Constructing the facility and determining the location.
7	Prisoner detention
8	ALOT of dispatchers are losing their jobs
9	Selling it to the Village fathers that the center is THEIR center and will have a voice or say it how we do things. Furthermore it was important to the Village Boards that when a citizen called the center, once the call was done, they had no clue it was being answered by someone outside their village.
10	Employee acceptance
11	Consolidation centers continuously have issues such as standardization between all agencies within the same entity. Without it the policies and procedures, training and technology are all affected.

12 Our consolidation was rather small. We provide police and fire dispatch services under contract to a small city on our border. We did not have to hire additional people.

13 Although all the agencies were departments from the city of Detroit, it was a "merger" of the police and fire departments. Different rules for different agency personnel all blended into one facility. The problems are on-going, but the beauty of the system is when there is a true crisis, there is no lag or down time in getting interdepartmental cooperation. I can literally walk across the aisle to fire or EMS or 9-1-1 or police dispatch. That's efficiency.

14 Unknown
15 Occurred in 1970's as a result of PA law

16 HR issues, cross training, getting everyone to believe just because they didn't agree resistance would not reverse the decision.

17 policy adjustments for procedures for "new" agencies

18 N/A

19 No major hurdles. We did provide preference for their dispatch personnel seeking employment with us.

20 Political issues of control

21 Determining physical facilities for the consolidation.

22 N/A

23 Our consolidation appeared to be a smooth union with very few issues.

24 n/a

25 Politics

26 Question does not pertain to our agency

27 finding the funding for an adequate facility for a consolidated center.

28 various response agency procedures

29 in dc we created an new agency with it's own operating budget that does reports directly to the mayor

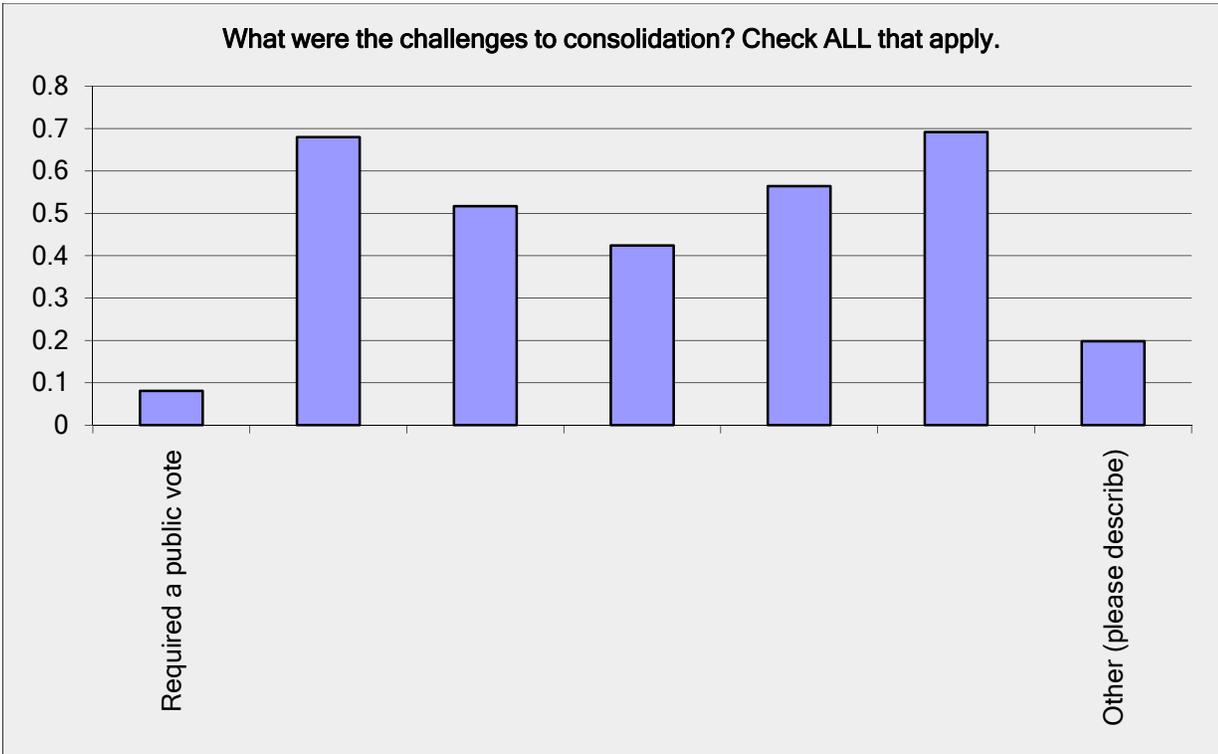
30 getting buy in from the dispatchers
deciding seniority
which HR department would govern our staff

31 Disparity in salaries for similar positions

32 These 2 areas have always been consolidated

33 Unknown as it has been many years ago that this occurred.

34 unknown - I wasn't employed with the agency when it consolidated



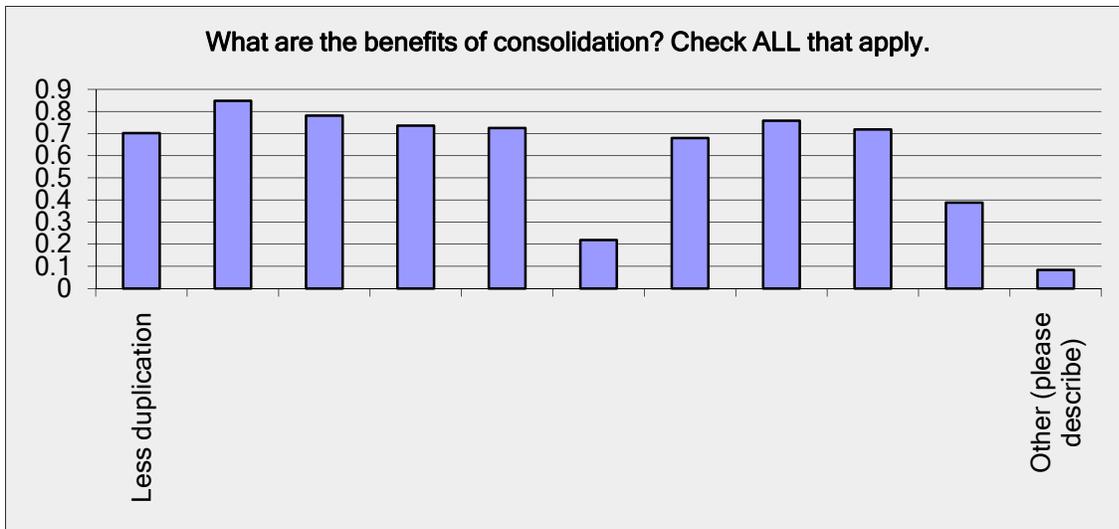
APCO CCDN Survey

What are the benefits of consolidation? Check ALL that apply.

Answer Options	Response Percent	Response Count
Less duplication	70.2%	125
Single point of contact/control	84.8%	151
Improved information sharing/intelligence	78.1%	139
Cost management	73.6%	131
Standardized processes/training	72.5%	129
Less competition for qualified candidates	21.9%	39
Encourages interagency cooperation	68.0%	121
Operational efficiencies	75.8%	135
Better control/use of technology	71.9%	128
Simplified planning	38.8%	69
Other (please describe)	8.4%	15
<i>answered question</i>		178
<i>skipped question</i>		135

Number	Other (please describe)
1	Depth! Having an entire center's staff available to deal with an activity surge in one or two jurisdictions provides a vastly improved level of service during critical incidents.
2	-NOW KNOW THE COSTS SINCE NOW ALL IN ONE PLACE/BUDGET - QUICKER SERVICE TO CITIZENS/LESS TRANSFERS BACK AND FORTH AND LESS BLAMING OTHER PSAPS
3	Use of a 400MHZ trunked system. No cost from town toward narrow banding or Verizon 911 costs next year.
4	Grant opportunities
5	The closing PSAP was not wireless compliant. Our center was already answering their wireless 9-1-1 calls and having to conference the calls back to the smaller PSAP operation
6	Eliminates the need to transfer calls to get a response. Greater capacity and ability to handle large area wide incidents. Allows more specialization.
7	Transparency, Common goal towards looking for opportunities to improve service delivery to the public
8	Don't see any benefits from here!

- 9 The biggest thing we gained was a single number to call for emergencies. Also being out of small municipality control and now falling under the control of the county.
- 10 Better communication with state agencies that we normally only contacted on the phone
- 11 Dispatchers have a voice
- 12 none
- 13 Question does not pertain to our agency
- 14 improved performance
- 15 Not under the control of police or fire depts so do not have to worry about going without needed equipment because someone thinks the 'boys' need the toys.



APCO CCDN Survey

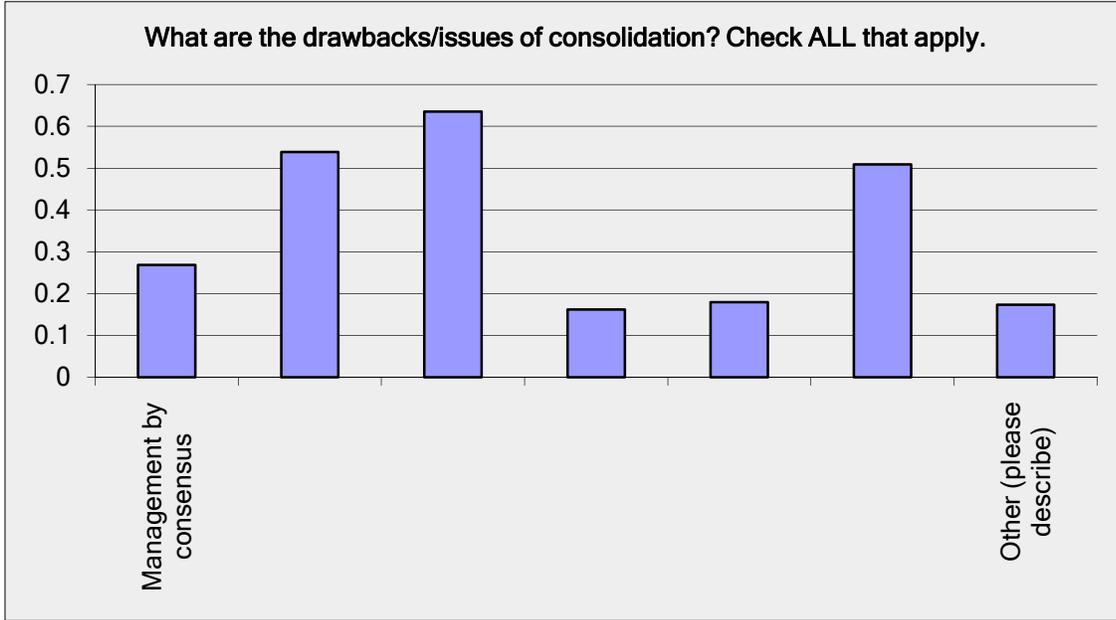
What are the drawbacks/issues of consolidation? Check ALL that apply.		
Answer Options	Response Percent	Response Count
Management by consensus	26.9%	45
Management of multiple policies/SOPs	53.9%	90
Interagency rivalry/politics	63.5%	106
Less cost savings than anticipated	16.2%	27
Financial concerns	18.0%	30
Disparate concerns of users	50.9%	85
Other (please describe)	17.4%	29
<i>answered question</i>		167
<i>skipped question</i>		146

Number	Other (please describe)
1	Currently, there are none
2	As a newer (3 years) Director of a long established center, one of the largest drawbacks we deal with on a regular is obtaining and keeping a consensus on how to dispatch. For consolidation to truly excel, a standardized dispatch model must be utilized by all participating agencies.
3	We have not experienced any drawbacks, While we had growing pains and change it was the right thing to do and it works well. The have three very committed jurisdictions who knocked down the needed doors.
4	Restricts technology implementation. If one agency gets something it has to be compatible with everything anyone else is using.
5	Town and County squabbles.
6	at this time- no backup center
7	bringing two sets of people together with different ideas or ways of doing thing. then making them perform under a totally new set of expected SOP
8	Finding a place for those that were merged into a center. No need for two training persons, two PSAP managers, etc...
9	two labour groups, After extensive negotiations to combine two labour groups, we still have 2 different unionized staff under on roof.
10	There becomes less interaction with the officers on the street which creates animosity between the two units

- 11 Funds are mingled and priorities can get skewed.
- 12 Trying to standardize various policies and procedures is hard when you have city, county and university interests involved!!
- 13 over coming the paradigms and pre-conceived beliefs of the first responder community being folded into the county wide- central dispatch
- 14 Loss of income for employees
- 15 Buddy systems, good old boy networks, the concept that a single system cannot possibly serve the needs of those "special" agencies who do more for their residents.
- 16 Control, control, control!
- 17 As a 20 year old authority, there are no drawbacks to centralization / consolidation in our county
- 18 Competition on whose dispatch center is it anyways as well as the belief that it was the other services center. These were the opinions of both services.
- 19 Disparaging needs between 4 Police and Fire agencies. Fire and Police are totally separate in their needs.
- 20 Some of the personal touch was gone with the smaller PSAP.
- 21 Can only manage our own people if other agencies don't want to follow a rule nothing we can do about it.
- 22 n/a
- 23 Politics
- 24 Question does not pertain to our agency
- 25 It can create a separation between dispatchers and responders. In a local dispatch officers and fire fighters see people in dispatch. In a consolidated dispatch the dispatchers are only voices.
- 26 Each agency has its own pay scale, benefits, codes/signals/radio terminology, scheduling, source of funding, etc.
- 27 getting everyone on the same page
have to have city managers dedicated to making it work - there's a lot of issues at first
we had bad management for first 7 yrs so it's taken a long time to fix what they broke
- 28 retention

29

Disparate CAD, lack of direct control by participating entities, no "quality control" affecting lesser partner. Garbage in, garbage out on CAD entries. Most notably narratives and location information.

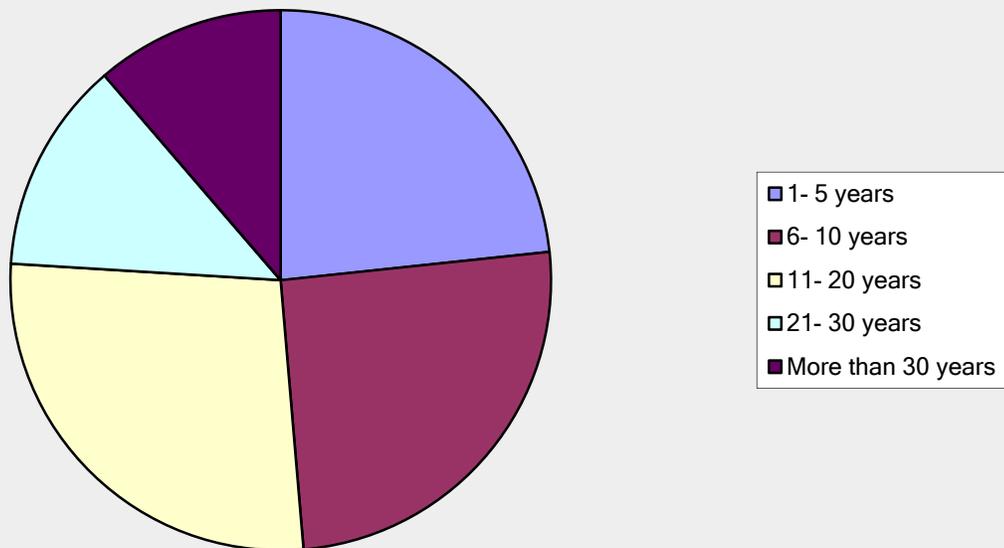


APCO CCDN Survey

How long have you been consolidated?

Answer Options	Response Percent	Response Count
1- 5 years	23.3%	35
6- 10 years	25.3%	38
11- 20 years	27.3%	41
21- 30 years	12.7%	19
More than 30 years	11.3%	17
	<i>answered question</i>	150
	<i>skipped question</i>	163

How long have you been consolidated?



APCO CCDN Survey

What services do you provide? Check ALL that apply.

Answer Options	Response Percent	Response Count
Call taking	98.7%	153
Dispatching	100.0%	155
Other (please describe)	19.4%	30
<i>answered question</i>		155
<i>skipped question</i>		158

Number	Other (please describe)
1	General information when stations are closed. Transferring calls to other local PSAPS.
2	MABAS Dispatch, Technical Services
3	After hours callout for: Utilities (3 agencies), Mental Health, Juvenile & Coroner
4	Records management
5	Dispatching for Fire and EMS (law enforcement dispatch is handled by each Sheriff Office)
6	Water Authority and Public Works
7	Non-911 functions for agencies
8	Alarm Monitoring
9	LEADS
10	Page outs to Volunteer Firemen
11	municipal admin phones. DPW dispatch, window service, school guard coordination
12	We are co-located and are the primary PSAP
13	all 3 agencies also share records systems
14	Fire, EMS, Police, Primary PSAP
15	Incident management and support
16	assist in the field ie; mobile Command Post and Tower, etc...
17	FIRE EMS POLICE
18	all functions of a countywide 9-1-1 center
19	call outs
20	CLEAN/NCIC
21	NCIC/EOC
22	Radio system management. Radio cache
23	311 mayor's city services, all radio and met units, and maintain all recorded 911 and radio transmissions
24	Home Confinement Bracelet Monitoring
25	ncic entry / alarm monitoring
26	Related emergency communications
27	Public service as well

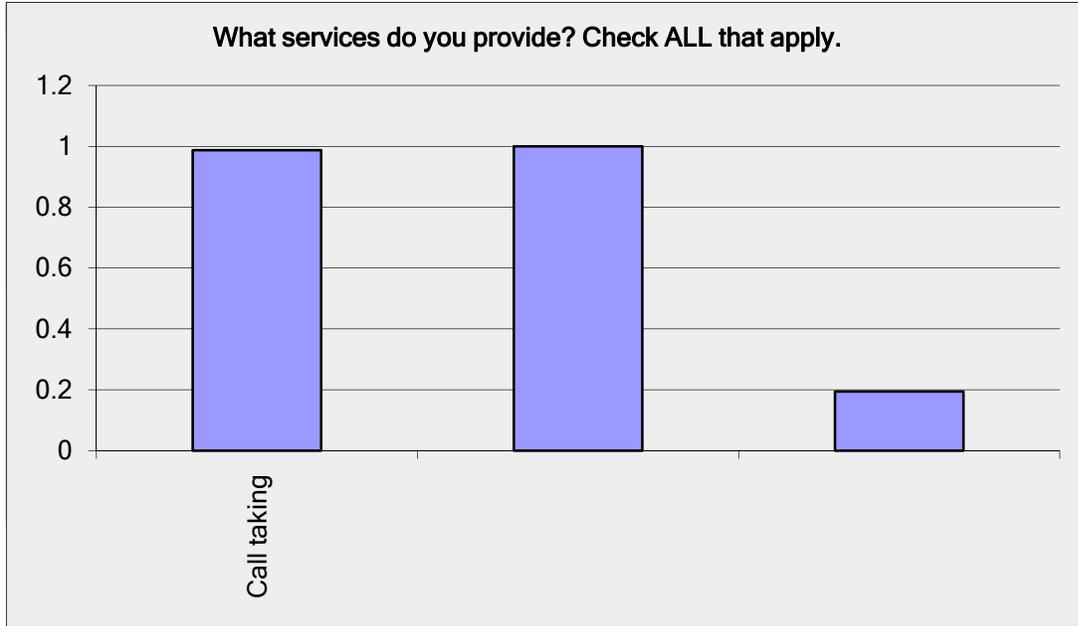
28

29

30

International CISD Hotline
after hours telephone roll over from cities

monitoring various systems Fire, facilities, Door,



APCO CCDN Survey

Who do you provide service to? (Enter how many agencies of each type)

Answer Options	Response Percent	Response Count
Police	94.8%	146
Sheriff	68.2%	105
Fire	98.1%	151
EMS	90.3%	139
Emergency Management	66.9%	103
<i>answered question</i>		154
<i>skipped question</i>		159

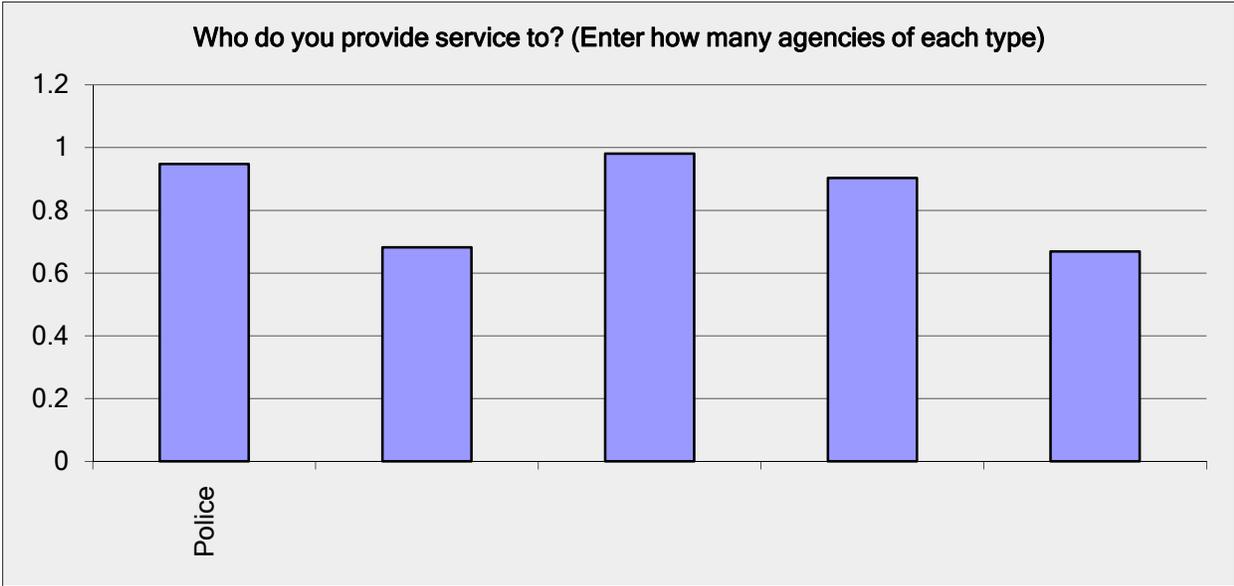
Number	Police	Sheriff	Fire	EMS	Emergency Management
1	12	12	12	12	12
2	19		19	19	
3	2	1	8	1	1
4	4	0	2	2	0
5	3		3	3	1
6	5		8		
7	6	0	6	2	1
8	3		3	3	1
9	5		4	4	
10	9		13	1	
11	13	0	17	17	
12	2		1		
13	4	1	11	2	1
14	1				
15	12	1	13	13	1
16	1	1	1	1	1
17	2		8	1	1
18			4	4	
19	3	1	6	1	1
20	1	1	23	4	1
21	23	1	26	14	
22			18	13	
23	1		1	1	
24	3		11	4	1
25	3	1	28	1	1
26	2	1	5	3	1
27	2	1	1	1	1
28	6	1	18	1	1
29	1		1	1	1
30	2	1	25	1	1
31	4	2	5	3	3
32	1	1	6		
33	2	1	13	12	2
34	10	1	23	2	1

35	5		14		
36			1	1	
37	2	1	1	1	1
38	2	1	2	1	1
39	6	1	13	5	1
40	6		6	6	
41	2	1	25	1	1
42	3	1	11	9	1
43	2	1	2	1	
44	6		6	6	
45	1	1	10	2	1
46			2		
47	3	1	11	3	1
48	4		4		
49	2	0	6	6	1
50	5	1	14	4	1
51	6	1	13	2	1
52	4		4	1	
53	1		1	3	1
54	11	1	10	3	
55	2		2	2	
56	13	1	16	17	1
57	1		1	1	1
58	4	1	5	5	1
59	5	1	14	4	2
60			9		
61	4		3		
62	1	0	7	1	1
63	12		12	12	
64	1	1	10	2	1
65	7	0	2	2	
66	1	0	2	3	1
67	8	1	12	1	1
68	2	1	9	9	1
69	3		3	3	2
70	3		2	4	3
71	8	1	20	3	2
72	2	1	0	0	0
73	4	1	6	2	1
74	2		2		
75	11	1	10	6	1
76	6		6	6	3
77	9	1	9	5	0
78	9	1	19	7	1
79	4	1	14	2	2
80	2		1	1	1
81	35	1	60	20	55
82	1	1	1	1	1
83	6	1	21	4	1
84	28		60	22	1
85	38	1	70	22	1
86	17	1	46	15	1
87	32	1	82	23	1
88	23	3	58	4	
89			1	1	

90	54	1	80	24	1
91	9	1	3	3	
92	39		79	23	1
93	1	1	1	1	
94	1	1	18	12	4
95	44	1	70	30	1
96	4		4	4	1
97	8	1	16	7	
98	36	1	44	21	1
99	1		1	1	
100	5	1	8	8	1
101	4	1	17	4	1
102	1	1	1	1	1
103	1				
104	1	1	1	5	1
105	1	1	24	3	1
106	8	1	19	13	2
107	1	1	13	1	1
108	25	1	61	35	72
109	4	1	1	1	1
110	4	1	18	1	2
111	5	0	14	14	0
112	2	1	14	14	
113	2				
114	1		5	1	1
115	3		3	1	
116	1	1	5	1	1
117	6	1	19	7	1
118	54	1	64	22	55
119	9	1	11	5	1
120	1	1	10	1	
121	3	1	2	1	1
122	1		1	1	1
123		1	1	1	
124	11	1	12	2	
125	2	1	7	5	
126	29	1	32	13	
127	7	1	13	0	1
128	8	1	16	1	1
129	1		1	1	
130	3	1	15	1	1
131	7	2	9	3	2
132	3		3	3	
133	3	1	8	1	1
134	1	0	1	1	0
135	3	0	3	3	3
136	9	1	9		
137	6	1	10	10	1
138	2		6	6	1
139	4	1	8	2	1
140	1		19	1	1
141	1	0	1	1	1
142	10	1	40	10	1
143	9	1	12	2	
144	1	1	1	1	

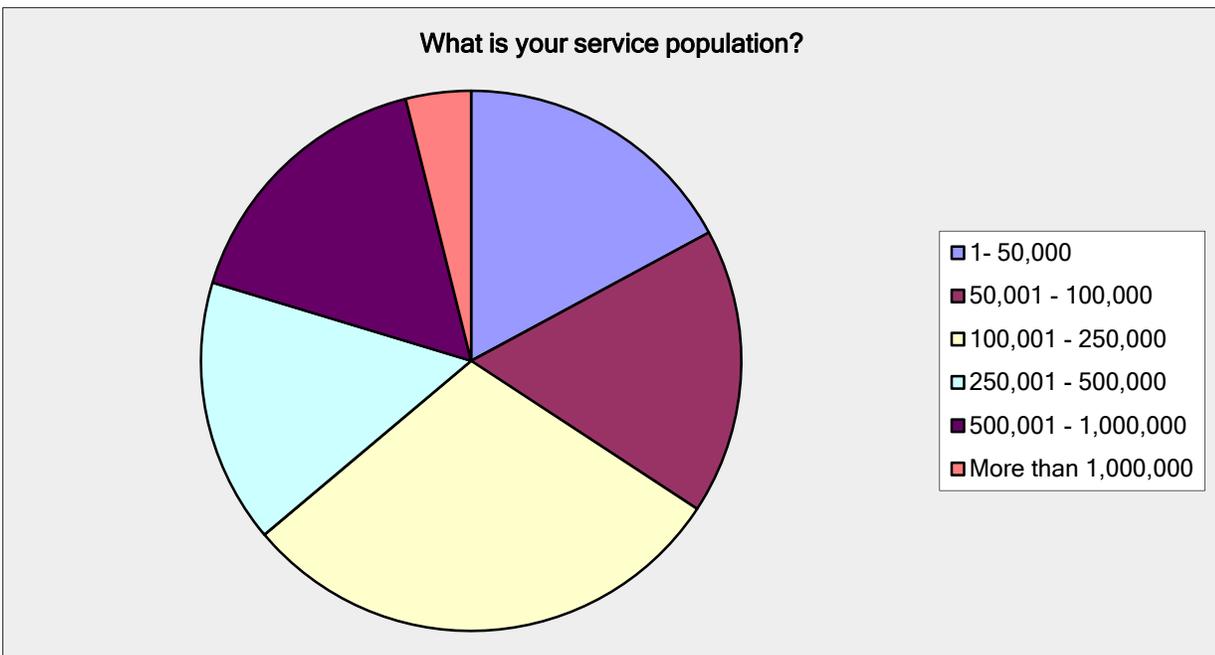
145	5	1	12	5	1
146	1	1	12	2	1
147	1	1	24	2	1
148	1	1	1	1	
149	1		1	1	
150	13		17		
151	4	1	13	1	1
152	1	1	2		1
153			5	1	
154	9	1	7	1	0

Avg = 7.1 Avg = 1 Avg = 14 Avg = 6 Avg = 3



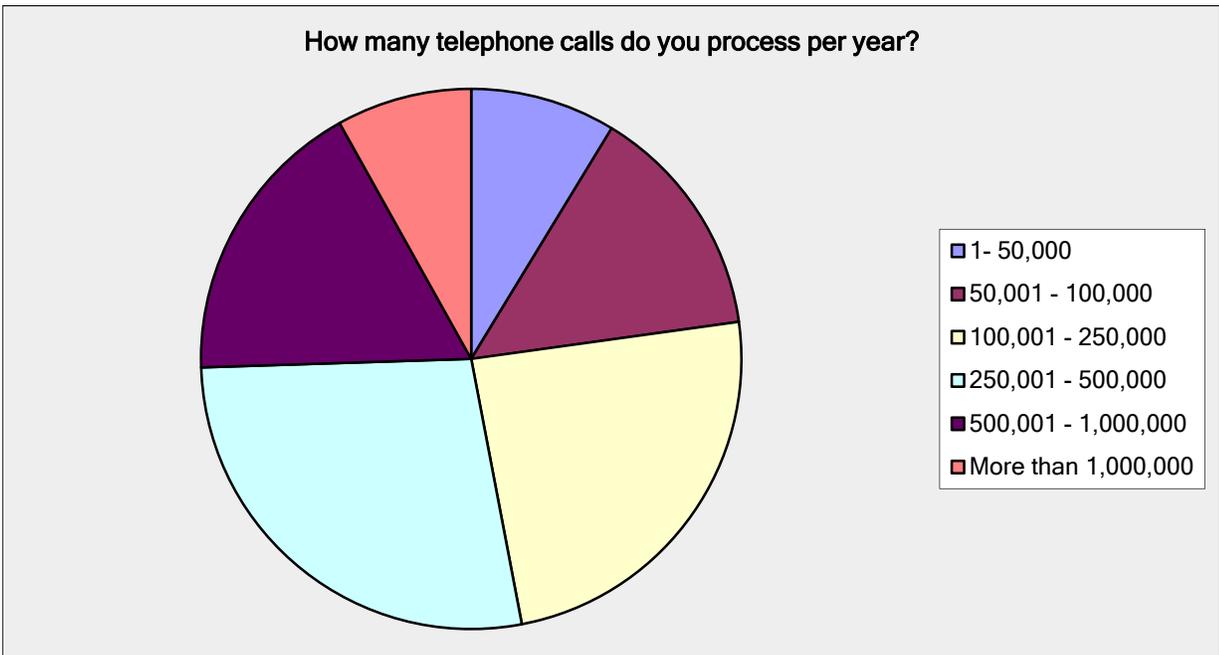
APCO CCDN Survey

What is your service population?		
Answer Options	Response Percent	Response Count
1- 50,000	17.1%	26
50,001 - 100,000	17.1%	26
100,001 - 250,000	29.6%	45
250,001 - 500,000	15.8%	24
500,001 - 1,000,000	16.4%	25
More than 1,000,000	3.9%	6
<i>answered question</i>		152
<i>skipped question</i>		161



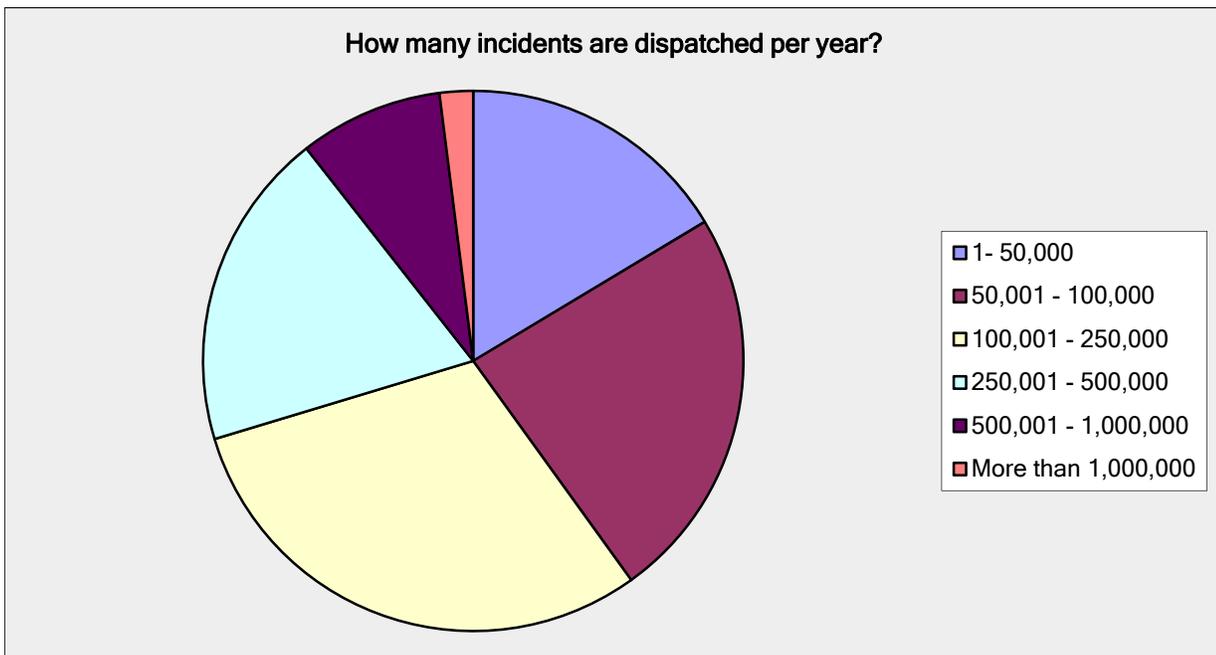
APCO CCDN Survey

How many telephone calls do you process per year?		
Answer Options	Response Percent	Response Count
1- 50,000	8.7%	13
50,001 - 100,000	14.1%	21
100,001 - 250,000	24.2%	36
250,001 - 500,000	27.5%	41
500,001 - 1,000,000	17.4%	26
More than 1,000,000	8.1%	12
<i>answered question</i>		149
<i>skipped question</i>		164



APCO CCDN Survey

How many incidents are dispatched per year?		
Answer Options	Response Percent	Response Count
1- 50,000	16.4%	25
50,001 - 100,000	23.7%	36
100,001 - 250,000	30.3%	46
250,001 - 500,000	19.1%	29
500,001 - 1,000,000	8.6%	13
More than 1,000,000	2.0%	3
<i>answered question</i>		152
<i>skipped question</i>		161



APCO CCDN Survey

What best describes your governance type? Check ALL that apply.

Answer Options	Response Percent	Response Count
City	39.1%	59
County	55.6%	84
Regional	10.6%	16
State	2.6%	4
Other (please describe)	19.9%	30
<i>answered question</i>		151
<i>skipped question</i>		162

Number	Other (please describe)
1	JOINT VENTURE OF 3 VILLAGE GOVERNMENTS with Contract agencies
2	Fire Protection District
3	Interlocal Agreement
4	In Illinois we are a unit of local government formed under an intergovernmental cooperation act that allows municipalities and other entities (Fire Protection Districts) to form other political subdivisions. We are formed by intergovernmental agreement of the 13 municipalities and 10 Fire Protection Districts
5	Stand Alone Combined dispatch center with a governing board of 2 elected and 5 appointed officials who are members of our user agencies.
6	Incorporated Town
7	township and village
8	9-1-1 Commission with representatives from both counties (Accomack and Northampton) and the Virginia State Police.
9	Municipal non-profit governmental agency created under Washington State RCW for Joint Powers Authority
10	City of winnipeg, with legislated requirements from the province and large input from Regional health authority who oversee Patient Care, and funds 40% of all EMS calls.
11	Town of Vinton
12	Interagency Agreement (all municipalities)
13	Special district government
14	911 Board and Dispatch Board

- 15 ETSB governs the operation of the dispatch center.
The ETSB is appointed by the County Board from representatives of the various stakeholders.

- 16 CITY/COUNTY - PEOPLE ARE CITY EMPLOYEES - BUILDING AND FUNDING ARE COUNTY

- 17 Villages
- 18 intergovernmental agency
- 19 University

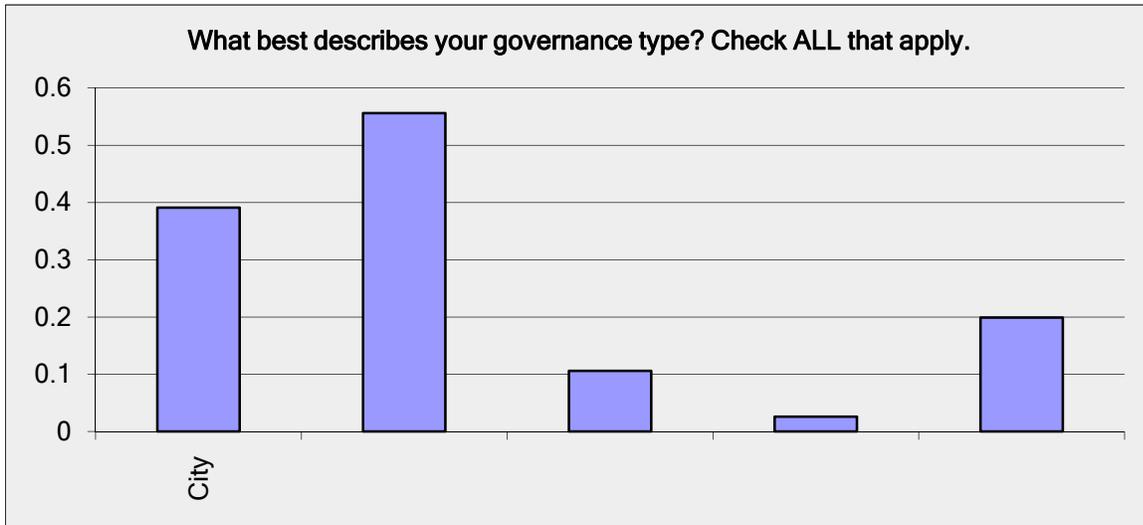
- 20 jpa serving municipalities, county, hospital

- 21 County is our Fiscal Agent for a Communications tax of 1/4 percent.
- 22 City County Trust Authority

- 23 under Oregon State Statute 190, an independent government agency governed by an intergovernmental council.

- 24 Multi government Authority
- 25 We are a county agency but have a governing board comprised of user agency department heads.

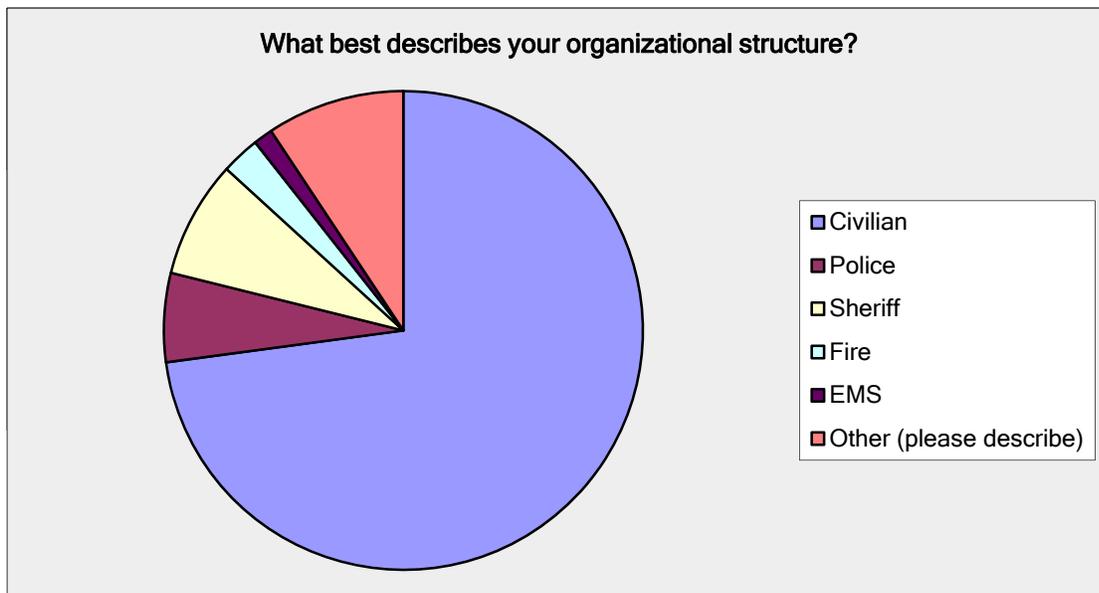
- 26 Interlocal Cooperative Agreement between member cities
- 27 IGA Membership of Agencies
- 28 we are governed by many agencies including JACHO and Osha
- 29 unknown so far, still under agreement to consolidate
- 30 intergovernmental agreement - jointly owned/governed by user agencies



APCO CCDN Survey

What best describes your organizational structure?		
Answer Options	Response Percent	Response Count
Civilian	72.8%	110
Police	6.0%	9
Sheriff	7.9%	12
Fire	2.6%	4
EMS	1.3%	2
Other (please describe)	9.3%	14
<i>answered question</i>		151
<i>skipped question</i>		162

Number	Other (please describe)
1	The exception is with myself I am an appointed Police Administrator.
2	Police and Civilian
3	Fire and EMS- Sheriff has their own dispatch
4	Privately Owned and Operated 9-1-1 Center
5	Political Subdivision of State - Independent Board of Commissioners
6	Parish[county]
7	Civilian dispatchers managed by a sworn officer
8	City Managers/Police Chiefs/Fire Chiefs/Civilian
9	Separate County Agency
10	Civil structure but manager reports directly to the Chief of Police
11	We have all disciplines Fire, Police, EMS, and civilians
12	Civilian dispatchers and director. Director reports through police chief
13	Mix of civilian and Sheriff
14	Hospital

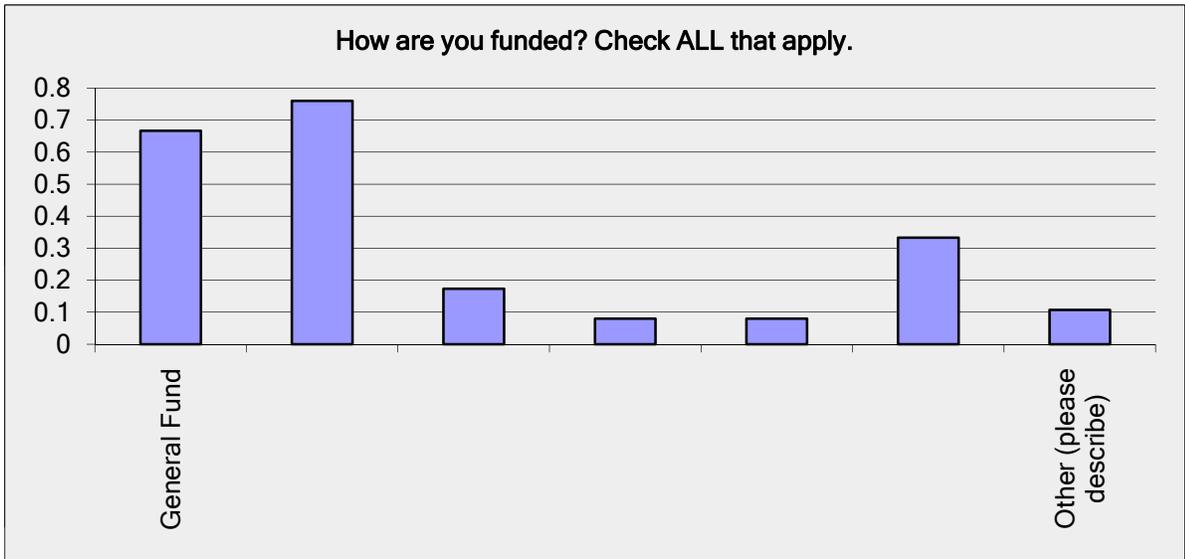


APCO CCDN Survey

How are you funded? Check ALL that apply.

Answer Options	Response Percent	Response Count
General Fund	66.7%	100
Telephone surcharge/fee	76.0%	114
Property Tax	17.3%	26
Sales Tax	8.0%	12
Special Tax	8.0%	12
User Agency Fee	33.3%	50
Other (please describe)	10.7%	16
<i>answered question</i>		150
<i>skipped question</i>		163

Number	Other (please describe)
1	We own most of our radio sites and lease space.
2	portion of the State Communications Tax
3	State E911 Wireless Board
4	Additional funds received from several sources with a vested interest in public safety.
5	Formula determines % for each agency-based on usage and calls for service
6	Dispatch contract
7	federal grant money
8	State and Allegan county provide approximately 10% of our funding via device surcharge. We do all dispatching for the City of Holland Michigan, which is located in both Ottawa and Allegan Counties. Allegan County pays us to perform these services.
9	NOT SURE
10	JPA
11	New Mexico State
12	911 fee
13	we set our budget then it's split equally between the 3 cities
14	state local federal Health care
15	911 telephone tariff funds our operating budget
16	70-30 split between county and city





CALHOUN COUNTY PSAP CONSOLIDATION

SNC's 9-1-1 Efficiencies Subcommittee (NES) Report

Jeff Troyer, Executive Director

Calhoun County Consolidated Dispatch Authority

July 7, 2011

Introduction

Just over a year ago, the delivery of 9-1-1 and public safety dispatch services changed dramatically in Calhoun County. After five years of planning and previous failed attempts, three (3) PSAPs consolidated into one centralized PSAP in March of 2010 under a neutral governance structure; a governmental Authority. Due to our recent consolidation, the State 9-1-1 Committee's (SNC) 9-1-1 Efficiencies Subcommittee (NES) requested further information related to experiences and lessons learned thru the consolidation process. The NES requested objective and summarized information in regards to the following questions:

- What was the decision process to get to PSAP consolidation?
- What was entailed in the process of PSAP consolidation?
- What were the negatives and positives of the PSAP consolidation?
- How has the change worked for public safety and citizens?
- What political issues did we face and how were they overcome (if any)?
- What would you do differently?
- What information do you believe is relevant for policy makers to know about 9-1-1 as it relates to consolidation?

In this report, I provide *my experiences, opinions, and lessons learned* through the Calhoun County consolidation process as it relates to the questions above. Permission is granted to the NES and SNC to utilize the information contained herein to fundamentally evaluate efficiencies of delivering 9-1-1 service to citizens throughout the State of Michigan.

What was the decision process to get to PSAP consolidation?

In 2005, significant steps towards PSAP consolidation emerged in Calhoun County. As a result of the lengthy feasibility study conducted by Calhoun County E9-1-1 Coordinator Robert Muladore, the three (3) cities operating PSAPs at the time - Battle Creek, Marshall, and Albion - decided to consolidate. At the time there was insufficient funding for the consolidation therefore, local government officials decided to request the voters to approve a millage to fund the consolidation. Unfortunately, this millage failed by a large margin and the consolidation plans followed suit.

In 2007, the cities of Albion and Marshall began discussions amongst themselves to consolidate. It wasn't long before officials from Battle Creek, the Area Metropolitan Services Agency (AMSA – made up of townships surrounding the city of Battle Creek), and Calhoun County found out about these discussions and joined in. Discussions continued into the latter portion of 2007 and into early 2008. These discussions were primarily focused on resolving the three primary obstacles: Governance Structure, Location (where would the dispatch center be?), and Funding.

Governance structure was probably the first and foremost concern addressed because it was quite simple. The parties negotiating the consolidation wanted fair representation and control in the governance model. It was agreed upon that a separate governmental unit (or Authority) would have to be established in conjunction with the Urban Cooperation Act and the Emergency Telephone Service Enabling Act. The same neutral approach was taken with the location of the center. It was determined that since Marshall was the county seat and the most centralized, it would be the most logical place for the dispatch center.

“How can we fund consolidated dispatch...” was the next obstacle addressed. Significant concerns still mingled from the failed millage attempt in 2005, so officials knew that requesting voters to approve additional funding was not necessarily an option. Modifications to the Emergency Telephone Service Enabling Act (specifically P.A. 164 of 2007) in November of 2007 provided a possible avenue for funding a portion of the consolidation. This statutory amendment provided a migration for the local 9-1-1 landline surcharge to an “*all-device*” surcharge. Counties were required to complete an application process and receive approval from the Michigan Public Service Commission (MPSC). Various pro-forma budgets were created for the hypothetical center and the parties soon came to a consensus on a two-part funding formula:

1. The County would request the MPSC to approve collection of a \$.60 all device surcharge. NOTE: This would have to be justified by the County because the surcharge amount exceeded 2007 surcharge revenues plus 2.7%.
and,
2. The municipalities (cities, townships, etc) that were currently making additional general fund monetary contributions for dispatch service, would continue to do so for five (5) years (2009-2013). These contributions were guaranteed to be frozen at 2008 amounts and the municipalities would not have an incremental increase (2 to 3%) each year; as they have over the last 15 years.

In February 2008, the County submitted the all-device surcharge application to the MPSC for \$.60. In the MPSC’s initial ruling – March 11, 2008 – Calhoun County’s application was denied and reduced solely based on the reasoning that the revenue to be generated by the \$.60 would exceed a 2.7% increase over the County’s 2007 surcharge revenues. Calhoun County submitted a petition to the MPSC for rehearing and presented its detailed PSAP consolidation

plan as well as the pro forma budget as justification for overall long-term savings. On June 3, 2008 the MPSC released an order granting Calhoun County's original request of \$.60.

Once the \$.60 surcharge was approved by the MPSC, the Interlocal Agreement creating the *Calhoun County Consolidated Dispatch Authority* was drafted and adopted by the participating municipalities: the cities of Battle Creek, Marshall, and Albion, the Area Metropolitan Services Agency (consisting of Bedford, Newton, Leroy, Pennfield, and Emmett Townships, and the City of Springfield), and the County of Calhoun. The Interlocal Agreement is attached to this report as appendix A.

What was entailed in the process of PSAP consolidation?

Due to the necessity of keeping this report summarized and objective, I am reluctant to specifically address this topic because of the intuitive aspects relating to PSAP consolidations. Instead, I would recommend that the NES evaluate the *Michigan PSAP Consolidation Considerations* paper drafted and assembled by the Joint Consolidation Workgroup of Michigan APCO, Michigan NENA, and the Michigan Communications Directors Association. I feel that this provides an accurate analysis of the processes related to PSAP consolidations in the State of Michigan.

What were the negatives and positives of the PSAP consolidation?

Prior to the consolidation, the three PSAPs operated under three local police departments: Albion Department of Public Safety, Battle Creek Police Department, and Marshall Police Department. When PSAPs operate under this configuration, many of the operational procedures and policies are dictated by their own department rather than for the benefit for all (including

Fire and EMS agencies the PSAP dispatches for). In these circumstances, the consolidation may have been a negative for the departments operating the PSAPs but at the same time this was a positive for all of the other departments they dispatched for. In addition some of the other negatives were: limited ability to train staff on new procedures and equipment for the new center due to them still working at the other centers; converging staff from three disparate centers took quite a while for the employees to “gel” as a team; and general employee (from the existing PSAPs) behavior and attitude leading up to the consolidation.

Positives that resulted from the consolidation were endless. Reoccurring costs of technology upgrades and capital equipment projects, county-wide streamlined services and procedures, one single point of entry for all emergency calls for service, and quality trained dispatch staff personnel (including continuing education).

Our neutral governance structure was a significant benefit to the public safety agencies and our constituents. This structure allows CCCDA to provide a quality service to everyone; no preferential processes benefiting one department versus the others. Our priority when implementing procedures and policies is based on providing a quality and effective service in the most efficient manner possible.

The largest positive to our consolidation was the cost savings to the taxpayers in throughout the county. Simply by freezing municipal general fund contributions at their 2008 levels rather than an increase of two to three percent each year (which was expected under the three PSAP configuration) is expected to save the municipalities \$3,758,439 in the first five years (2009-2013). Even after figuring in the increased revenue generated by the 60 cent surcharge, the overall projected cost savings for the taxpayers in the County will total \$1,436,094.

Expenditures were also significantly reduced. Service contracts and capital projects are bid out rather than sole sourcing all projects. We were also able to significantly reduce our personnel costs due to negotiating a *new* bargaining agreement. We knew this would be our largest feat so we were very precise during the initial steps of making employment offers to the dispatch staff personnel from the existing PSAPs. Many people interpret the Urban Cooperation Act differently but we were very successful in our interpretation and implementation; even after an unfair labor practice was filed. While I will not get into specific details as to the process we utilized (because of the lengthiness), if the Committee wishes further information about this topic, I'd be more than happy to discuss it in greater detail.

How has the change worked for public safety and citizens?

The overall change has significantly benefited the public safety entities and citizens in the county for various reasons; many of which are listed under the “positives” section above. I think the transition actually took the citizens longer to get used to because they weren't talking to Albion DPS, Battle Creek PD, or Marshall PD anymore. They still contact our staff and think they are speaking to the police directly. However, I don't consider this out of the ordinary and I'm sure it will continue to happen; as it does to dispatch centers all over the state.

In addition to the equal service we provide to the public safety agencies we serve, CCCDA has also become the leading entity to achieve county-wide cooperation on technologies and software. This is in part due to the neutral governance structure and collaborative efforts to achieve our goals; and in most cases achieve them in the utmost cost-effective manner possible.

What political issues did we face and how were they overcome (if any)?

As with any consolidation of services, Calhoun experienced a number of political issues. The first and foremost were governance, funding, and location and oversight. Many of these items have already been thoroughly explained in previous sections. Not mentioned above, is the role of the consultants that CCCDA employed to assist with the consolidation. After the CCCDA Governing Board of Directors began meeting, there was not a lot of movement as far as selecting a location and determining who would oversee the staff of the new center or if they would remain city employees and be contracted by CCCDA. After multiple meetings, the decision was made to request bids from consulting firms to assist the board with expertise as to what the next step should be and how to make the consolidation a success. Eventually, a consulting firm was selected and immediate progress began. One of the key decisions made within the first few months was the recommendation by the consultants to hire a director to oversee the consolidation and to manage the center once it became operational. This choice also resulted in the board determining that personnel working for the new dispatch center would be CCCDA employees.

What would you do differently?

I can't say as if I would do anything different as far as the implementation process we used to accomplish our consolidation. However, I will mention that I was not employed by CCCDA until July of 2009. Unfortunately, many of the KEY decisions as far as the new dispatch center had already been made prior to my arrival. Therefore, I was not involved in many of the early discussions/talks about existing agreements/contracts, dispatch center

construction and layout, etc. That being said, I would recommend the following in regards to PSAP consolidations:

1. During initial talks, I would highly encourage that all verbal agreements be placed in writing and minutes be kept for all informal meetings. While some may oppose this idea, the individuals that eventually have to implement the consolidation can do so much more effectively if they know about all “*promises*” up front. In addition, it’s also imperative that all parties involved understand the impact of existing service/contract agreements and/or outstanding debt obligations to the current operational PSAPs. These items must be disclosed as part of the initial talks. And,
2. Once the decision has been made that a PSAP consolidation is going to occur, I would suggest the parties involved either hire or designate who will be tasked with implementing the consolidation and who will manage the new PSAP once operational. If this person is not already on staff, I would recommend the entity hire/employ the individual as soon as possible. This will allow the Director to provide expertise on decisions that will ultimately impact the new dispatch center (layout and build-out of the dispatch center, personnel policies, etc). In most cases, the same individual will be tasked with managing the new center as well.

What information do you believe is relevant for policy makers to know about 9-1-1 as it relates to consolidation?

Calhoun County’s PSAP consolidation is a perfect example of the challenges facing local units of government when considering this type of consolidation. However, prior to getting into

the primary aspects, everyone must understand that there are several different forms of consolidation; not just physical consolidation. In most cases, physical consolidation is the most costly option up front and cost savings aren't projected for at least five to ten years out (there are a few exceptions to this). Significant advances in technology and networking capabilities have allowed local units of government to explore the various options of virtual consolidation; which in some cases is more advantageous than physical consolidation.

It's important that policy makers understand that determination of PSAP service should be a local decision, but I believe it's more critical that they understand "why" this is. The simplest explanation of "why" is because of geography and demographics. A decision made for one geographical/demographical area is not always the correct decision for another (what worked in Calhoun County may not work in Menominee County). Rather than policy makers implementing efficiencies, I think they should encourage local units of government to be **creative on their own**. The primary purpose behind Calhoun's consolidation was long-term cost-savings. However, funding the consolidation was probably the number one problem. Policy makers should consider incentives (matching grants, etc.) for such creativity. By no means should local units of government be punished via statutory obligations for being creative and implementing more cost effective ways to provide the same service.

A perfect example of the above is the ability for local units of government to create a separate governmental authority under the Urban Cooperation Act. I truly believe that multiple municipalities (local units of government) are more likely to reach an agreement and are best represented under this governance structure. However, there are certain statutory obligations within this act that are anything but cost-effective.

Last but not least, I think policy makers, in conjunction with the State 9-1-1 Committee (SNC), should consider restructuring/reorganizing the lead entity for PSAPs throughout the State of Michigan – the State 9-1-1 Office. I provided several examples of neutral services within this document and it is a proven fact that neutralism encourages collaborative thinking. Competitiveness deters collaboration and I believe (with all due respect) that this is the current underlying environment with the State 9-1-1 Office being part of the Michigan State Police (who also operates PSAPs). If the State 9-1-1 Office was able to operate as a separate department or as a separate Authority strategically focused on PSAP service quality, efficiencies, and the implementation of the Emergency Telephone Service Enabling Act, said competitiveness would be eliminated.

Conclusion

It should be reiterated that this report contains *my* experiences and suggestions as a result of the Calhoun County PSAP consolidation as well as PSAP consolidations across the state of Michigan. We are experiencing dilemmas as a result of today's economy that many of us have not been witness too before. PSAPs are being asked to provide the same quality of 9-1-1 and dispatch service with fewer revenues. Efficiencies are frequently evaluated and consolidations are being considered but it's important to remember that we live in a diversified State. Local officials understand their local demographics and political climates best. Creative and collaborative thinking at the local level continues to improve PSAP efficiencies; and in some cases has resulted in PSAP consolidations. For the policy makers: Continue to encourage creativity and efficiencies but keep in mind that consolidation is not always the most efficient choice.

Ionia County Central Dispatch
Consolidation with the City of Belding Dispatch
Consolidation Date: July 1, 2010

Attachment 5

Background:

Prior to the consolidation Ionia County had two Public Safety Answering Points (PSAP), Ionia County Central Dispatch (ICCD) and the City of Belding Dispatch. I became the Director of the Ionia County Central Dispatch (ICCD) January of 2009. At the June 2009 ICCD Advisory Board meeting, discussion came up on the amount of surcharge money ICCD sends to the City of Belding Dispatch pursuant to an agreement reached when the original 9-1-1 plan was opened in the early 1990's. I was directed by the Advisory Board to enter into dialog with Belding City officials on the concept of consolidating the Belding operation into ICCD. It should be noted the Belding Dispatch operation was not phase II compliant so ICCD was already answering all wireless calls and transferring the caller to Belding Dispatch. Attempts were made to get city and county officials together during the summer but with schedule conflicts, these meetings never happened. Neither side was really interested in delving into a politically sensitive issue.

Historically there have been several dialogs initiated by both ICCD or Belding over the years on consolidation but nothing progressed beyond cursory conversation.

The Decision Process Leading to Consolidation:

In December of 2009 I was contacted by the Belding City Manager asking me to attend a city council meeting to explain a central dispatch operation. Belding was dealing with general fund budget issues and they were looking at a number of initiatives to reduce their operating costs, one of which recommended closing their dispatch operation in consolidation with ICCD.

After my presentation at the city council meeting, the Belding City Council voted 3 to 2 to begin the consolidation of their dispatch into ICCD. The decision to consolidate was initiated and driven by budget constraints.

Process of Consolidation:

In late December I meet with Belding City officials including the police and fire chiefs. A timeline was determined and the changeover date was establish six months out; July 1, 2010.

Numerous planning and processes were initiated taking place simultaneously. The first thing I put in place was to select three dispatchers to be part of a liaison transition team. One transition team member was a senior, seasoned dispatcher with vast dispatch experience. The second and was a paid-on-call fireman/medic with very extensive training and had also dispatched for Belding in the past. The third dispatcher is a part-time public safety officer with extensive training in both police and fire disciplines in addition to four years of full-time dispatch experience. Subsequent meetings between this team and the respective public safety officials took place to identify expectations from both ICCD and Belding, expected procedures and protocols, radio frequency and equipment needs and compatibility.

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Radio vendors and radio engineers were employed for radio compatibility solutions. The Ionia County Board of Commissioners agreed to open the 9-1-1 plan to identify ICCD as the primary PSAP in Ionia County and to remove Belding Dispatch as a PSAP in the county.

The remainder of the six month lead to changeover was very busy. The tasks consisted of equipment procurement and installation, radio license changes, and AT&T 9-1-1 trunk reroutes and scheduled disconnect, and continued meetings with the various parties to be served. Dispatch procedures for the Belding contingent were agreed upon and implemented.

Negatives Encountered:

The biggest negatives encountered were the preconceived notions and perceived cultural differences from both sides (ICCD & the Belding First Responder agencies). From the ICCD side, employees believed their work would be scrutinized by the Belding officials and there was also the belief major procedural changes would be implemented to pacify the Belding officials and their respective workforce. The Belding leaders believed if ICCD ever took over their dispatch operations; they would have to conform to dispatch responses that would limit or change the expected level of service they provide to their community under their own dispatch policies. This perceived change in how or what they were dispatched to would also reduce their calls for service numbers and ultimately jeopardize their organizations very existence. There was also a belief from the Belding departments that ICCD would not acknowledge their units if another agency in the county were calling in or responding to calls etc. The belief was a 'buddy' system existed between ICCD and the first responder agencies that were originally part of ICCD.

Some of these negative perceptions were overcome prior to the consolidation on July 1, 2010. The selected dispatch transition team was a very effective mechanism and early on as a result of meetings with the Belding department leaders presented the concept whatever the Belding departments wanted to be dispatched to they would be. Whatever ICCD could do to support and assist the agency, ICCD would comply. The mission of ICCD was to serve the citizens of the county and also the first responder community to the best of their ability. The transition team was very effective on convincing the Belding officials the preconceived notions were a myth and this information filtered down through the respective chains of command; thus reducing some of the tension when the consolidation actually happened.

The transition team was also effective in relaying to our co-workers the demands by the Belding officials were really nothing different then how ICCD presently conducts business and interacts with the other first responder groups in the county. Minor procedural changes that were proposed were easily accepted by the ICCD staff because these changes were part of the work the transition team accomplished; keeping the operational perspective and culture of ICCD in mind when agreeing to any changes in procedure.

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The remainder of the 'suspicions' were dispelled on both sides after the consolidation occurred and both sides began working together.

How the Change is working for Public Safety and the Citizens:

The concept of one answering point seems to be working very well for the public safety units in Belding, especially with the wireless 9-1-1 calls. Now all 9-1-1 calls are answered by ICCD with no need to transfer the emergent call back to Belding Dispatch thus improving dispatch assignment times and eliminating the danger of calls being dropped or lost during the transfer. The contiguous township that Belding Fire/MFR services is better served because the one answering point dispatches all emergency responders rather than law enforcement dispatched by ICCD and the fire or MFR being dispatched by Belding.

Belding officials closed their 24/7 office operation so the citizens have been inconvenienced because they now have to utilize a call box located at the police/fire office door. Citizens wishing to speak to a police officer or fireman must wait outside for their callbox to be answered at ICCD and the respective official contacted to go to the door. This concept has been the one disadvantage for the local citizenry but a decision initiated by Belding officials in making personnel changes and reductions.

Political Issues Encountered – Overcome:

No real political issues occurred between the two units of government. The split vote by the Belding City Council stemmed from the two members wanting to know how a transition would take place and at the time of the vote to consolidate; no plan was in place. Both units of government worked very well together in establishing cost responsibilities in procuring equipment and other associated costs for the consolidation. Basically, as the consolidation plan and design came together; the County Board of Commissioners let the ICCD Director and County Administrator initiate and enact the consolidation voting only on matters that directly fell into their responsibility. The Belding City Council did the same; allowing the department heads and the City Manager handle the specific detail.

As discussed earlier; minor internal political strife was present within both organizations based mostly on preconceived notions and cultures along with the fear of change and harmful outcomes. These internal political issues were easily overcome by the implementation of the dispatch transition team.

Looking Back – What Would I do Different:

The one thing I would do differently is back the timeline farther out than the six months both sides agreed to. Even though the actual cutover occurred at the end of June with the official closing of Belding Dispatch happening on July 1st; six months was a very narrow timeframe to work with. The mechanical side (radio and telephone equipment, licensing, tower rental, tornado siren activation etc.) went smoothly for the most part, and everything came in on time and was installed and operational on time. A tower lease

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Consolidation Date: July 1, 2010

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agreement was not finalized by both sides until a month after the consolidation but the tower agent allowed the radio equipment to be installed and operational July 1st.

Radio vendors and engineers worked diligently with the consolidation date in mind. Because of their cooperation and the availability of radio equipment; the goal date was realized. If there had been a delay with procuring equipment or a delay with the FCC relicensing process; the consolidation date would have been delayed.

The hiring of a seasoned, ten year dispatcher from the Belding operation also lead to a shorter CTO process, about 12 weeks instead of the usual 16 weeks so our dispatch compliment was in place in time for the consolidation.

Even though the transition to a full consolidation happened on time and as planned, a less aggressive consolidation date, perhaps nine months out instead of six would have been less of a stressor.

Conclusion:

I was very satisfied with the process and the outcome of consolidating ICCD and the Belding Dispatch operation. The most significant decision I made early on was to involve the dispatch transition team who worked diligently to overcome the fear of change from both sides and to help establish very acceptable dispatch protocols for both contingents. I give full credit to this transition team with their varied, significant backgrounds that allowed for all of the other planning necessary to bring about the consolidation. Without this team involved with the Belding officials at the very beginning; much more time would have been involved with numerous meetings to overcome the institutional political issues that were very much alive within both organizations. More time consuming meetings would have taken place just trying to identify radio, paging and the associated protocol for both had I tried to do this alone.

Because the Belding City Officials prompted this consolidation, the associated financials and turf conflict was less. Both governing boards gave their support and assistance by empowering their respective department heads in initiating the various plans and decisions. Both governing boards assisted with the tight consolidation timeline by offering full cooperation and support when decision items came before them. The respective boards based their decisions upon their department head recommendations and did not delay the process by tabling or delaying action to subsequent meetings.

The consolidation, now in place almost a year, went for the most part without a hitch. I believe the consolidation has provided a good working solution for the City of Belding and has enhanced the dispatch capabilities for the citizens of that city.

Respectfully Submitted,

James Valentine, Director
Ionia County Central Dispatch

Attachment 6

To: State 9-1-1 Committee's Efficiencies Subcommittee
From: Karen Chadwick, Grand Rapids Communications Manager
Date: March 17, 2011
Ref: Consolidation of Grand Rapids and Wyoming Public Safety Answering Points (PSAPs)

In order to understand how we achieved our consolidation, it is best to know the history. I was hired in July of 2008 and much of this was already underway. At that time, there were five separate primary PSAPs in Kent County. These were Grand Rapids, Kent County Sheriff's Office, Michigan State Police (MSP) Rockford, Walker, and Wyoming. Only two of the PSAPs were accepting wireless calls – Grand Rapids (for the City of Grand Rapids) and MSP Rockford (for the rest of the county). None of the public safety agencies in Kent County provide patient transport for medical calls. These are handled by three private companies within the county. The combination of these two factors led to a lot of transfers and some delayed calls and bad press in the local news.

In response to these concerns, authorities within Kent County came together and formed the Kent County Dispatch Authority (KCDA). The authority is made up of both political and public safety representatives from around the county. A consultant was hired to study the situation and make a recommendation on the best way to proceed. The study resulted in a recommendation of having two mirrored PSAPs receiving all of the 9-1-1 calls within the county, and capable of being hot back-ups for one another in case of a catastrophic failure or system failures at one of the centers. The Kent County Commission approved a telephone surcharge to fund centralized call-taking. KCDA determined that the surcharge funds would be divided between the two centers based on call volume. A Request for Proposal (RFP) was drafted and PSAPs were invited to bid to be one of the two primary PSAPs. The two selected were Grand Rapids and Kent County.

This left three PSAPs with no surcharge funding – MSP Rockford, Walker, and Wyoming. MSP Rockford decided they would become a secondary PSAP (they have since that time announced that they would be closing their PSAP), Walker joined the Kent County PSAP on a contract basis, and Wyoming joined Grand Rapids in a partnership.

The first formal discussions between Grand Rapids and Wyoming began in May of 2009. We began joint operations on September 28th, 2010; one year and four months later.

The cities of Grand Rapids and Wyoming had worked together cooperatively in a partnership managing the Grand Valley Regional Biosolids Authority (GVRBA). This was used as a model to set-up the dispatch partnership. By-Laws were drafted and approved. The Partnership Team assigned members to an Operations Team which is an advisory panel. The Operations Team developed the cutover plan. It was approved by the Partnership Team and then executed by the municipalities.

An annual budget is submitted by Grand Rapids to the Partnership, all revenue is applied to the budget, and the balance is paid by the two agencies' general fund using a formula based on call volume, units in service, and population (currently 78% and 22%). This is evaluated and adjusted annually.

The decision process was based on a number of factors. We truly had a good foundation because our City Managers had already worked through a similar project with the GVRBA and had maintained trusting professional relationships. In addition, our two Law Enforcement agencies have a long history of cooperation. This is likely the key to our success. Wyoming did not want to be a contract agency. They wanted a seat at the table. The county offered only a contract model. This led us to the partnership model. The two agencies share in the decision making process, revenue and expenses (sharing both the risk and rewards). In short, we did not face the political struggle that others have seen. It has been viewed as a win/win to date.

There was a lot of planning, hard work and numerous meetings involved in the process. One negative that I can note is that we did not retain as many of the Wyoming dispatchers as we would have liked. When initial discussions began, many of the Wyoming staff believed that they were going to lose their jobs, even though we met with them and provided reassurances. A number of them took jobs elsewhere and two retired prior to the consolidation. This has left us with a staffing shortage which we are still trying to overcome. In addition, our transition required that we have both centers operating for a three month period. This was due to some technical issues and cross training of personnel. The cost of this lengthy transition period was not fully anticipated.

Positives that we have realized are long term financial savings for both agencies and a reduction in the number of 9-1-1 transfers resulting in faster responses and less frustration from callers.

Your request asked what other relevant information policy makers should be aware of as it relates to consolidation. Each consolidation project is unique. In Kent County, with the assistance of a consultant, we determined that our county could support two primary PSAPs based on our population (in excess of half million people) and call volume. Our overall size also meant that our neighboring counties which are all smaller could not be relied upon to be our back-up center. They simply would not be able to manage the call volume. The two PSAP model provides that level of redundancy for us. We are saving substantial money by sharing a single phone system, recording system, and CAD system (virtual consolidation) utilizing a fiber ring between the two PSAPs. Our future plans include a shared radio system. By reducing our county from five to two PSAPs, we are able to provide comparable dispatching services with fewer operators.

I cannot identify any particular thing that we would have, or should have done differently. The process requires a clear vision, leadership at all levels, exhaustive planning, and large doses of compromise and patience.



Chippewa County Office of Emergency Services
Chippewa County Central Dispatch
4657 W. Industrial Park Drive
Kincheloe, MI 49788

Attachment 7

Phone: (906) 495-7488

Fax: (906) 495-7489

Chippewa, Luce, and Mackinac County Consolidation Project

Chippewa County Central Dispatch sought passage of a 9-1-1 surcharge millage to fund a Central Dispatch operation for receiving 9-1-1 calls and dispatching in 1998. At the same time, Luce and Mackinac Counties also sought approval of a surcharge through their respective voters. During that time, many discussions were held with Luce and Mackinac counties regarding consolidation and building a dispatch operation that would handle all three counties. The ballot question was passed in Luce and Mackinac counties but was overwhelmingly rejected by Chippewa County voters.

With the need for dispatching operations, both Luce and Mackinac counties sought dispatching services through Negaunee Regional Dispatch. Chippewa County voters approved the ballot question posed to them in 1999 and began collecting surcharge to fund 9-1-1 operations. Chippewa County moved forward with creation of a central dispatch center which began operations in February of 2001.

There were some discussions among County Commissioners regarding consolidation but all counties involved seemed satisfied with their current levels of service and funding. Chippewa County was formally approached by both Luce and Mackinac Counties in late 2007 to form an exploratory committee to resurrect consolidation discussions which had taken place earlier. A committee of 911 Directors as well as County Commissioners for the three counties began discussions to determine what needed to occur.

The focus of the discussions surrounded the following topics; **Services, Governance, Staffing, Equipment, Financial and other factors.**

Services

It was agreed by all involved that Chippewa County would operate Chippewa County Central Dispatch as the Primary Public Safety Answering Point for all three counties in accordance with the provisions of Public Act 32 of 1986, as amended. All three counties recognized the importance of 9-1-1 emergency call taking and appropriate dispatching of emergency services is of great benefit to the requesting citizens, emergency services and general public in all three counties.

An Inter-Local Government Agreement was established and approved by civil counsel of all three counties, as well as approved by risk management, prosecuting attorneys offices, and every other attorney that took a look at it. Each County Board also approved the Inter-Local Government Agreement which spelled out specifics of what services would be provided.

Governance

Each County wanted to maintain their local government control and accountability. Both Luce and Mackinac counties have 9-1-1 Authority Boards whereas Chippewa County has a 9-1-1 Advisory Board. It was agreed that the Chippewa County Board of Commissioners is responsible for Central Dispatch operation. Chippewa County Board of Commissioners retains complete authority for decisions regarding Central Dispatch operations. Each County's 9-1-1 Director will recommend operational procedure for eventual approval of each respective 9-1-1 Authority Boards and eventual adoption recommendation through the Chippewa County 9-1-1 Advisory Board and County Board of Commissioners. This is specifically addressed in the agreement as well.

Staffing

Chippewa County determines the appropriate staffing levels of the dispatch center. Chippewa County assigns and directs its employees and staff as determined necessary and appropriate in accordance with established policies and procedures, contracts and other employment related standards in accordance with Chippewa County. Chippewa County conducts employee hiring, training, evaluations, promotions, and contract negotiations exclusively. The dispatch Center was staffed with two dispatchers 24 hours per day. With the addition of Luce and Mackinac, research was conducted regarding shift patterns, call volume, incident creation and a third person was added each day during a peak 12 hour period. This staffing pattern has been reviewed on several occasions and no changes have been made to the initial decision for staffing the center. Additional staff is scheduled when there is a planned event such as the bridge walk, sailboat races, and other times when anticipated increases in agency staffing and call volume is predicted.

Equipment

Much discussion was held regarding the equipment and technical needs of call-taking and emergency dispatching. The committee identified many of the needs and sought solutions. The three 9-1-1 Directors utilized their knowledge to ensure that everything was in place in preparation of the November 2008 cutover. The decision on who was going to pay for what in preparation for the cutover was also agreed upon prior. We did not hire a consultant and we made the cut-over without issues.

Financial

The financial considerations were discussed in committee and determined well into the process. Chippewa County recognized the potential partnership would provide additional revenue for its operation and that additional costs would be incurred. A formula which involves call numbers, incident numbers, staffing levels, number of agencies and other factors is applied against the total budget of the operations and an amount charged to each County is determined. Except for a one-time 3 percent increase after the first year, the amount has remained unchanged. The service contract is for a five year period with a 90 day notice to terminate. A separate fund was established for maintenance which receives contributions from each county to pay for significant upgrade costs.

Other Factors

The decision to form the partnership began several years ago between various county commissioners and was recognized as the best way to do business, especially in these tough economic times. Chippewa County provides an excellent service to Luce and Mackinac Counties and views it as a partnership. The idea was well received among staff of the agencies that often work and train together.

Chippewa County approached this consolidation request with the understanding that we would all work together to ensure the best operations for its citizens. These partnerships have stood firm and problems and concerns are addressed immediately. Some minor changes in procedures have been adopted by all of the agencies. An example is the response plans for bank alarms. Rather than needing to know a different procedure for each County, we developed a procedure that meets all of the requirements for each county and is similar for the dispatchers. Opportunities have also developed from the collaboration efforts. Several grants have been sought including aerial photography to improve GIS data as well as a combined mobile data system operating in all three counties which became operational last month. Communications interoperability improvements have also occurred and improved information sharing has occurred.

Conclusion

The success of a consolidation effort is dependant upon all of the parties involved in the process. Open discussion regarding policy recommendations and frequent user group meetings aid in the success of the operation. Attendance at the County 911 Authority Board meetings helps provide clarification on issues. Ensuring an open line of communication is what we all do best.

Attachment 8

2010: The Belding PD PSAP closed and its operations were merged into the Ionia County Central Dispatch PSAP. (Ionia County)

2010: South Eastern Regional Emergency Services Authority (SERESA) was established, combining the Roseville PD, East Pointe PD, and St Clair Shores PD PSAPs into a single PSAP. (Macomb County)

2010-2011: The Benton Twp. PD and the Benton Harbor PD PSAPs were absorbed into the Berrien County Public Safety Communication Center (BCPSCC); the County's Consolidated Dispatch. (Berrien County)

2010: The Battle Creek Central Communications PSAP, Albion PD PSAP, and Marshall PD PSAP were closed and combined into a single PSAP system, the Calhoun County Central Dispatch Authority. (Calhoun County)

2010: Ypsilanti PD combined its PSAP into Washtenaw County Sheriff Dept. PSAP. The Ann Arbor PD PSAP and the Washtenaw County Sheriff Dept. PSAPs collocated in the same facility. (Washtenaw County)

2010: January 2011 the Walker PD PSAP merged with Kent County Sheriff Dept PSAP. September 2010 the Wyoming PD PSAP merged with the Grand Rapids PD PSAP. The Michigan State Police wireless 9-1-1 PSAP in Rockford closed in April 2011 as the 9-1-1 calls previously answered there were routed to the Kent County Sheriff Dept PSAP. (Kent County)

2011: The Pontiac Police Dept. PSAP closed and is contracting with the Oakland County Sheriff Department PSAP. (Oakland County)

2011: Grosse Pointe Shores PD PSAP the final planning process to merge into Grosse Pointe Farms PD PSAP in the fall of 2011. (Wayne County)

2011: The Wayne PD PSAP and Garden City PD merged, (Wayne County)

What is Next Generation 9-1-1?

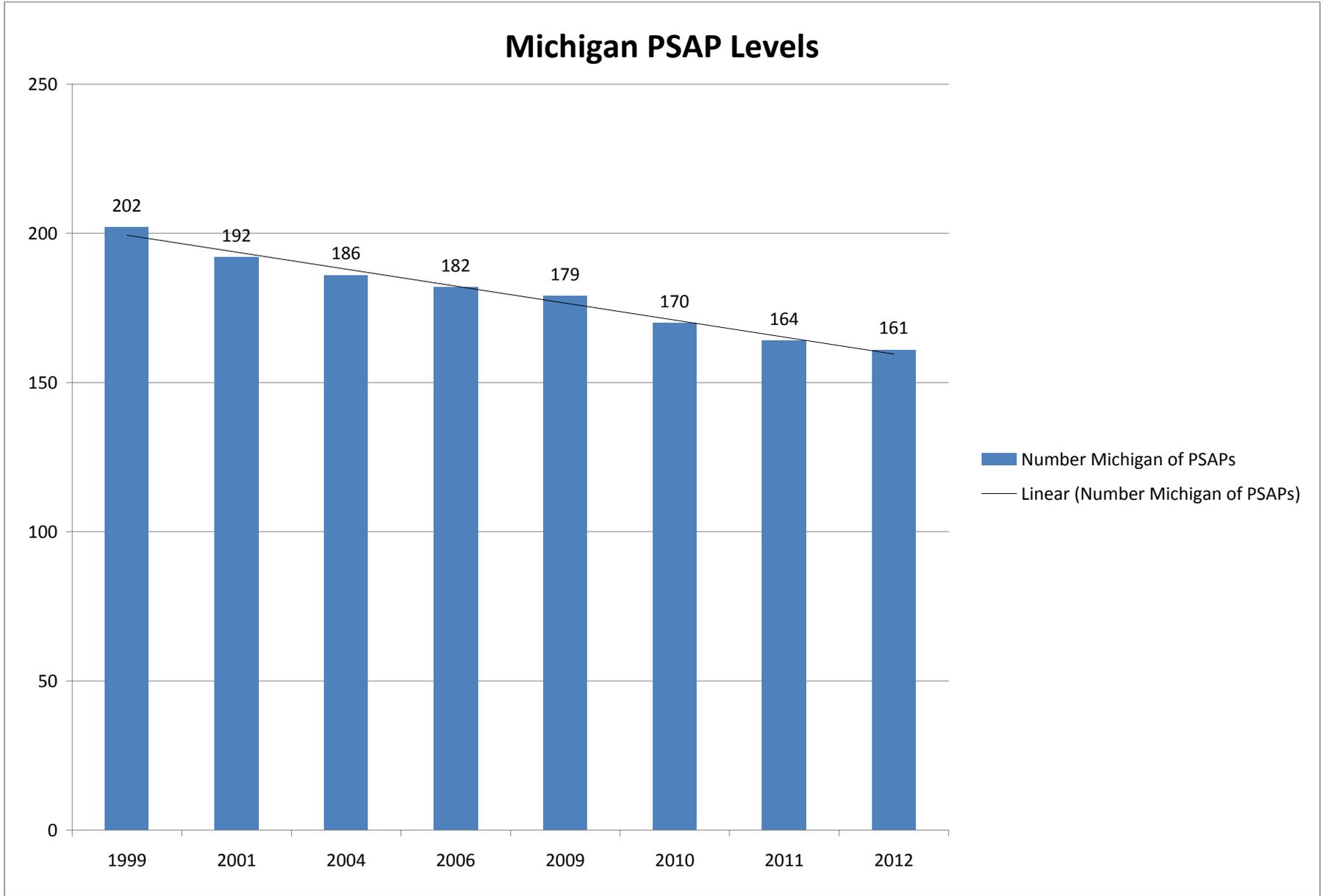
Next Generation 9-1-1, known as NG9-1-1 in the public safety community, is the future framework for 9-1-1 call delivery. NG9-1-1 is a closed digital (IP-based) 9-1-1 network that is scalable, secure, redundant, and built to meet the needs of public safety. While no state at the present time has gone fully NG9-1-1, there are states that have moved to, or are in the process of moving to, IP-based 9-1-1 systems in preparation for NG9-1-1. Tennessee, Iowa, and Vermont are examples.

The current 9-1-1 system, while reliable for the landline voice-based calls that it was built to carry 40 years ago, cannot continue to meet the expectations of consumers and public safety as our modes of communication become digitized, increasingly mobile, more affordable, and can easily send and receive multi-media information. The past decade's advancements in Voice over Internet Protocol (VoIP) services and the proliferation of cellular phones has resulted in the "retrofitting" of 9-1-1 calls from these systems into the existing landline 9-1-1 system. The current 9-1-1 system is also limited in its ability to process additional data that may accompany a call, to transfer calls from jurisdiction to jurisdiction, and to accommodate the advancing technologies and applications that are becoming the everyday ways by which people communicate with one another.

Our current 9-1-1 system in Michigan needs to be replaced with a secure digital network to accommodate changing community needs and resources. The NG9-1-1 system will need to be technologically advanced in order to handle the myriad of devices used to initiate a call for help, to be capable of dynamically routing calls based on emergency needs and critical events, to be secure and redundant, and to be built to meet the needs of a growing state and its public safety services. A NG9-1-1 system, designed and implemented with forethought, can accept any 9-1-1 call from a device capable of accessing 9-1-1 and process it effectively all the way from the caller to the public safety answering point (PSAP) to the emergency responders in the field.

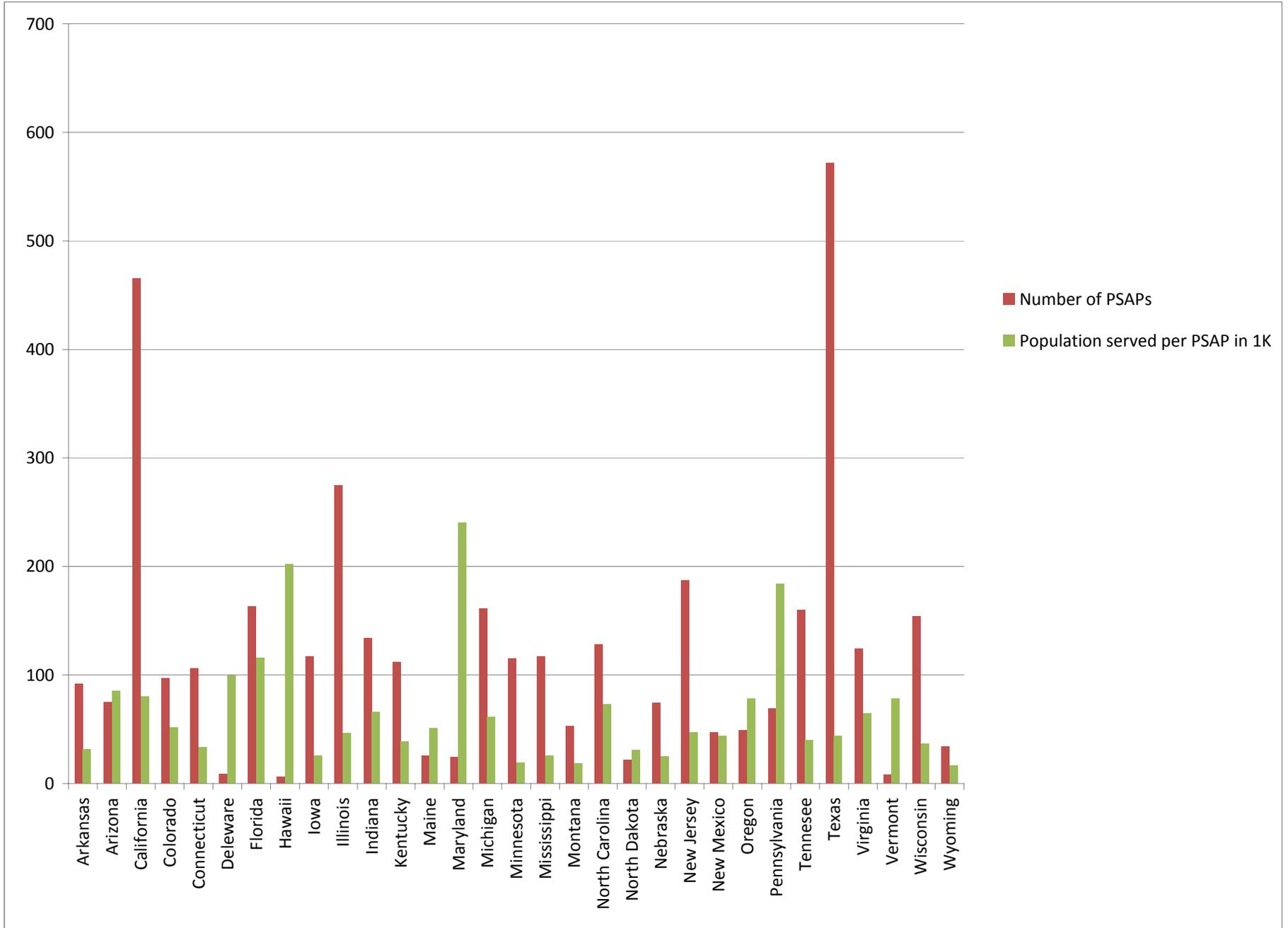
What are the benefits of NG9-1-1?

- It can accept 9-1-1 calls from an array of devices including traditional landline phones, wireless phones, VoIP, and other devices such as automatic vehicular crash notification devices (telematics) and video relay services.
- In addition to the call itself, other information and media such as caller location, pictures, and data files can be sent to the PSAP from the 9-1-1 caller.
- Calls and the media that may accompany those calls can be routed to and from different PSAPs with that information intact.
- Media received via a 9-1-1 call can be quickly provided out to emergency responders in the field. (For example, a 9-1-1 caller taking a picture of a suspect's vehicle leaving a crime scene can move from the caller to the PSAP to police officers in their patrol units.)
- It can allow the prioritizations of calls based on location. (For example, an accident on a freeway that creates an overload at a PSAP can be directed to work stations dedicated to that incident, freeing up work stations for other emergencies occurring at the same time.)
- Policies for automatically re-routing 9-1-1 calls can be established in advance within the NG9-1-1 system so that 9-1-1 call management in response to a critical event can be pre-planned (i.e., re-routing 9-1-1 calls if a PSAP has to be evacuated or experiences a call overload).
- NG9-1-1 is a scalable IP-based backbone system that is robust and redundant, making it less vulnerable to system downtime or failure.
- Processing 9-1-1 calls from text messaging. While texting 9-1-1 is often seen near the top of the list of benefits of NG9-1-1, there are still questions to be answered and solutions that are being developed for texting to 9-1-1 on NG9-1-1. Some of these issues lie in determining the location of text messages and its lack of connection confirmation and real time communication. The processing of text messaging to 9-1-1 is indeed one of the future benefits of NG9-1-1, yet there remains progress to be made on it. (See the FCC PS Docket Nos.10-255 & 11-153 for details and positions on the issue.)



Population Served per PSAP

Graph Set 2



Graph Set 2

Great Lakes Region

State	PSAPs	Population served per	Population
Illinois	275	47	12,830,632
Indiana	134	66	8,791,894
Michigan	161	61	9,883,640
Minnesota	115	19	2,205,035
Pennsylvan	69	184	12,702,379
Wisconsin	154	37	5,686,986

Average 69

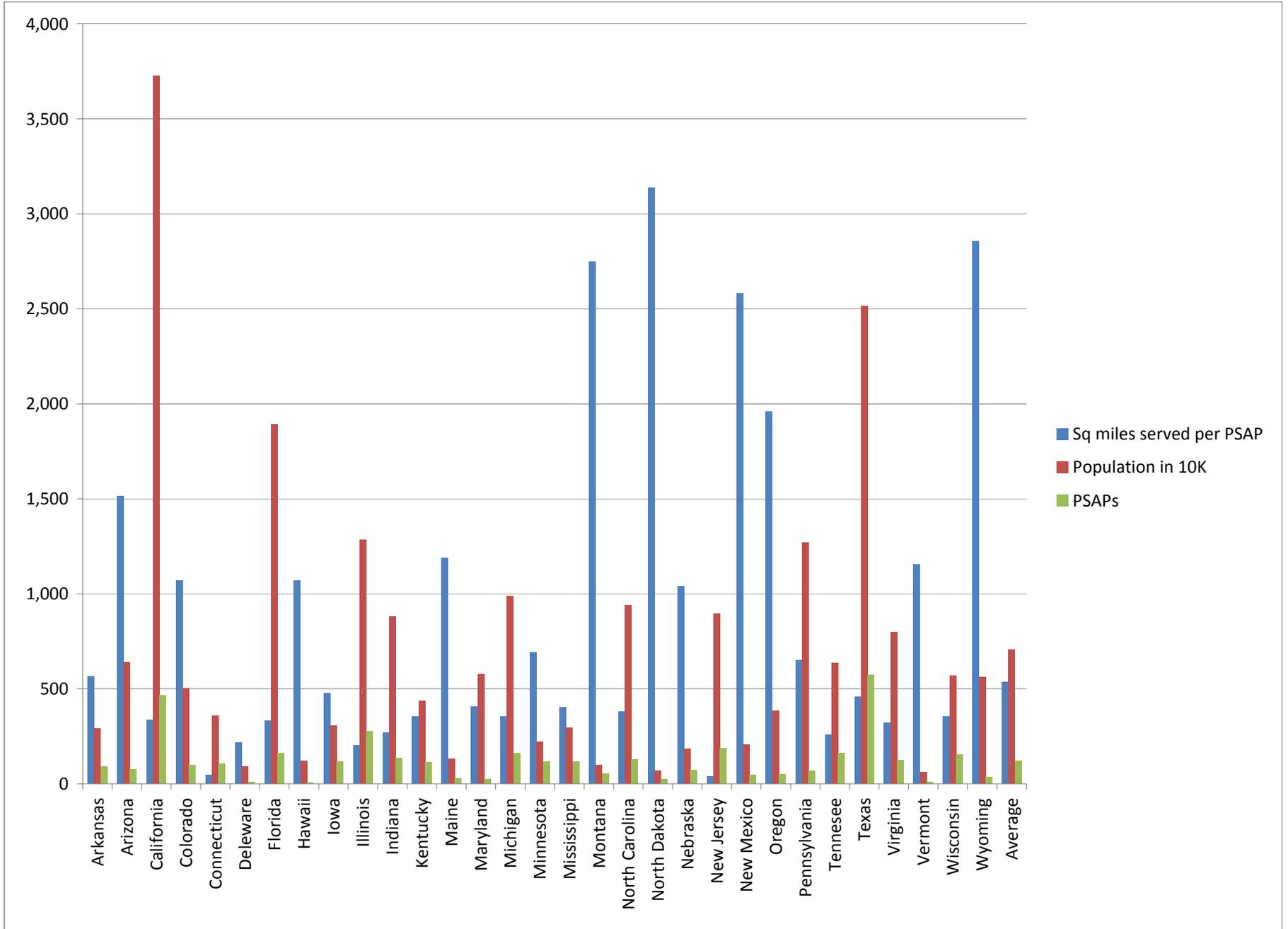
State	Number of PSAPs / Population served per PSAP in 1 Population		
Arkansas	92	32	2,915,918
Arizona	75	85	6,392,017
California	465	80	37,253,956
Colorado	97	52	5,029,196
Connecticut	106	34	3,574,097
Delaware	9	100	897,934
Florida	163	116	18,905,048
Hawaii	6	202	1,211,537
Iowa	117	26	3,046,355
Illinois	275	47	12,830,632
Indiana	134	66	8,791,894
Kentucky	112	39	4,339,367
Maine	26	51	1,328,361
Maryland	24	241	5,773,552
Michigan	161	61	9,883,640
Minnesota	115	19	2,205,035
Mississippi	117	25	2,967,297
Montana	53	19	989,415
North Carolina	128	73	9,380,884
North Dakota	22	31	672,591
Nebraska	74	25	1,826,341
New Jersey	187	47	8,791,894
New Mexico	47	44	2,059,179
Oregon	49	78	3,831,074
Pennsylvania	69	184	12,702,379
Tennessee	160	40	6,346,105
Texas	572	44	25,145,561
Virginia	124	65	8,001,024
Vermont	8	78	625,741
Wisconsin	154	37	5,686,986
Wyoming	34	17	563,626
Average		66	

Graph Set 2

	Average State Population	PSAP	Population	PSAPs
Arkansas	31,695		2,915,918	92
Arizona	85,227		6,392,017	75
California	80,116		37,253,956	465
Colorado	51,847		5,029,196	97
Connecticut	33,718		3,574,097	106
Deleware	99,770		897,934	9
Florida	115,982		18,905,048	163
Hawaii	201,923		1,211,537	6
Iowa	26,037		3,046,355	117
Illinois	46,657		12,830,632	275
Indiana	65,611		8,791,894	134
Kentucky	38,744		4,339,367	112
Maine	51,091		1,328,361	26
Maryland	240,565		5,773,552	24
Michigan	61,389		9,883,640	161
Minnesota	19,174		2,205,035	115
Mississippi	25,362		2,967,297	117
Montana	18,668		989,415	53
North Carolina	73,288		9,380,884	128
North Dakota	30,572		672,591	22
Nebraska	24,680		1,826,341	74
New Jersey	47,015		8,791,894	187
New Mexico	43,812		2,059,179	47
Oregon	78,185		3,831,074	49
Pennsylvania	184,092		12,702,379	69
Tennessee	39,663		6,346,105	160
Texas	43,961		25,145,561	572
Virginia	64,524		8,001,024	124
Vermont	78,218		625,741	8
Wisconsin	36,928		5,686,986	154
Wyoming	16,577		563,626	34
Average	56,680		213,968,636	3775

Average Sq. Miles per PSAP

Graph Set 2



Graph Set 2

	Sq miles served per PSAP	Population in 10K	PSAPs	Sq miles	PSAPs
Arkansas	566	291.5	92	52,075	92
Arizona	1,515	639.2	75	113,642	75
California	335	3725.3	465	155,973	465
Colorado	1,069	502.9	97	103,730	97
Connecticut	46	357.4	106	4,845	106
Deleware	217	89.7	9	1,955	9
Florida	331	1890.5	163	53,997	163
Hawaii	1,071	121.1	6	6,423	6
Iowa	478	304.6	117	55,875	117
Illinois	202	1283.0	275	55,593	275
Indiana	268	879.1	134	35,870	134
Kentucky	355	433.9	112	39,732	112
Maine	1,187	132.8	26	30,865	26
Maryland	407	577.3	24	9,775	24
Michigan	353	988.3	161	56,809	161
Minnesota	692	220.5	115	79,617	115
Mississippi	401	296.7	117	46,914	117
Montana	2,746	98.9	53	145,556	53
North Carolina	381	938.0	128	48,718	128
North Dakota	3,136	67.2	22	68,994	22
Nebraska	1,039	182.6	74	76,878	74
New Jersey	40	897.1	187	7,419	187
New Mexico	2,582	205.9	47	121,359	47
Oregon	1,959	383.1	49	96,003	49
Pennsylvania	650	1270.2	69	44,820	69
Tennessee	258	634.6	160	41,220	160
Texas	458	2514.5	572	261,914	572
Virginia	319	800.1	124	39,598	124
Vermont	1,156	62.5	8	9,249	8
Wisconsin	353	568.6	154	54,314	154
Wyoming	2,856	563.6	34	97,105	34
Average	534	707.1	122	2,016,837	3775

