

Broward County Consolidated Communications Committee

Report and Recommendations
for Cooperative Consolidation of E-911 Communications
In Broward County, Florida

March 7, 2012

Volume 1 of 3



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To: The Honorable Broward County Mayor and Commissioners
From: Sunrise Mayor Michael Ryan and Broward County Commissioner Lois Wexler, Co-Chairs Broward County Consolidated Communications Committee
Date: March 7, 2012
Re: Broward County Consolidated Communications Committee Final Report

Dear Mayor and Commissioners:

On behalf of the Broward County Consolidated Communications Committee, we are pleased to transmit the Final Report of the Broward County Consolidated Communications Committee ("BCCCC").

The BCCCC was assembled in November 2011 through the collaborative effort of the Broward County Board of Commissioners, the Broward League of Cities, the Broward County Chiefs of Police Association, the Fire Chiefs Association, the Broward County City/County Management Association, and the Fire-Rescue Services Council. Over the past four months, there have been greater than 20 meetings of the full Committee and Sub-Committees. All meetings complied with open meeting requirements. The meetings were robust in terms of discussions and analysis, as well as the consideration of a large volume of documentary support.

The Report is organized to provide an Executive Summary, the Report of the Committee, and supporting documentation arranged in Appendices. In addition, the Committee prepared a "Fact Sheet" and a "Frequently Asked Questions" summary. The Report is a consensus report, with the Committee involved in the drafting and re-drafting. The "Fact Sheet" and the "Frequently Asked Questions" are also the product of Committee drafting, re-drafting and ultimately consensus. Final consensus was reached on March 7, 2012. The recommendations of the BCCCC represent the broad consensus of the BCCCC, with unanimity on many of the points in the recommendations.

With no further business before this particular Committee, it is the recommendation of the BCCCC that the Committee should be "sunset".

Each of the members of the BCCCC deserve recognition for their commitment to this process and their willingness to serve the residents of Broward County. The level of dedication required not only attendance at numerous Committee and Sub-Committee meetings, but also demanded careful and deliberative analysis of the information and data gathered, as well as diverse points of view. Importantly, the issues considered by this Committee go to the heart of public safety communications for our community. Without the commitment of the BCCCC members, we believe this important step forward would never have occurred.

We would be remiss if we did not also offer our gratitude to the many stakeholder agencies and staff members, along with other interested parties, who attended BCCCC meetings and contributed their knowledge and expertise to the process. Staff members assisted with administrative and research work; without their technical assistance, financial expertise and dedication to public service, the work of this Committee would have been a much more difficult task to undertake.

Mayor Michael Ryan
Co-Chair, BCCCC

Commissioner Lois Wexler
Co-Chair, BCCCC

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Mayor Mike Ryan, Sunrise (Co-Chair)

Commissioner George Brummer, Pompano Beach

Chief Mike Burton, Tamarac Fire-Rescue

Mayor Joy Cooper, Hallandale Beach

Chief Neal de Jesus, Broward Sheriff's Office Fire-Rescue

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Chief Keith Dunn, Miramar Police

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Chief Paul O'Connell, Wilton Manors Police

Commissioner Tom Powers, Coral Springs

Commissioner Bruce Roberts, Fort Lauderdale

John Stunson, Oakland Park City Manager

Chief Chadwick E. Wagner, Hollywood Police

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Executive Summary

In 2002, the Broward County voters overwhelmingly voted for the development of a county-wide Enhanced 911 (E-911) communications infrastructure. Through the resulting amendment to the County Charter, the County is now responsible for establishment and maintenance of common public safety radio communications infrastructure for fire and emergency medical services. Over the past decade, great strides have been made in supporting radio interoperability and common computer-aided dispatch (CAD) systems, though there is more work to be done.

The overall goals of a consolidation of E-911 communications are to improve service and safety for residents and emergency personnel, establish consistent performance metrics for all residents, eliminate delay in transfer of emergency calls, employ the best technology available to expedite emergency response, and facilitate closest unit response for life-threatening emergencies. In addition, it is possible such consolidation could achieve significant savings of taxpayer dollars through economies of scale and combined operations.

A major challenge for Broward County E-911 communications centers are “misdirected” calls. “Misdirected” calls are those cell phone 911 calls routed by cell phone towers to a dispatch center other than one that can actually dispatch emergency units. Managers agree this occurs frequently and represents a substantial number of calls countywide; two centers reported misdirected calls represent a range of between 5% and 10% of total call volume. As a result, there is a time delay associated with the gathering of information and then subsequent transfer to a dispatch center that can provide assistance. Strong consensus was that a cooperative consolidation of E-911 communications, adherent to the principles and consensus points developed herein, would reduce significantly such routing problems, and thereby substantially improve public safety.

Across the United States, there are a number of successful large cooperative consolidations of E-911 communications; each has focused on the goals set forth above. Therefore, the discussion in Broward County of a cooperative consolidation of E-911 communications is not novel.

The current E-911 system in Broward County has 11 dispatch centers (Public Safety Answering Points or “PSAPs”) throughout the county. As a result, there can be delays in call transfers and potential errors in those call transfers, particularly involving cell phone initiated E-911 calls; such delays are undesirable and can be further minimized through consolidation. There is broad consensus that better and more consistent performance can be achieved through consolidation. There is broad consensus that economies of scale would be generated from consolidation which should result in conservation of taxpayer resources. As true in consolidation models around the United States, the process of cooperative consolidation can be thought of in “Phases”.

Phase I of the process of consolidation included the 2002 voter mandate for County-funded common communications infrastructure, the decade-long work towards interoperability,

and the completion of the initial feasibility study in 2010. Phase I encompassed the process of the stakeholders evaluating the concept of consolidation.

Phase II was the creation of the Broward County Consolidated Communications Committee (BCCCC), a cooperative effort of the Broward County Board of County Commissioners and Broward League of Cities. This report from the Broward County Consolidated Communications Committee is the end-step of Phase II.

The creation of the BCCCC was the result of a decade of work from many groups. In 2011 resolutions adopted by the Public Safety Committee of The Broward County League of Cities, The Fire Chiefs Association of Broward County, The Broward County Chiefs of Police Association, The Fire-Rescue Services Council, The Broward City/County Management Association and the Board of Directors of The Broward League of Cities called for an implementation process for cooperative consolidation of E-911 communications and dispatch.

The BCCCC was populated by city managers, police chiefs, the Broward County Sheriff, fire chiefs, two County Commissioners, an emergency medicine expert, as well as Mayors and City Commissioners. The BCCCC gathered data and information from stakeholders and utilized the diversity of experience and viewpoints in deliberation and analysis. There were 24 meetings of the BCCCC and designated Sub-Committees, accounting for over 300 Committee-person hours dedicated to information gathering, analysis and debate.

The BCCCC developed a consensus on principles of governance, operations and funding. In summary, cooperative consolidation must be done in a manner that has all stakeholders involved in the process. Any form of governance must be representative of each municipality and agency involved in the consolidated communications system, with authority over the policy decisions of the consolidated communications structure. The consolidated operations must be within a unified command structure, whether civilianized or otherwise, and following identical standards and metrics for performance. Funding for any consolidated system must be equitable, predictable and stable. The list of consensus points and ideas for the next phase are found at page 29 of this report.

After consideration by the full BCCCC of the funding history and options, there was broad consensus that Broward County should maintain not less than the current dollar funding level in the new consolidated organization in the immediate future (during the transition period of approximately three years) and the County's funding in future years should be in the same proportion as its initial funding in the consolidated organization, disregarding transition costs. Additionally, the gap in funding between that level of county funding and the total operational costs of the consolidated model should be funding via ad valorem through a Municipal Services Taxing Unit ("MSTU").¹

¹ This recommendation is based upon the current information available to the Committee, does not represent the recommendation of individual committee members on behalf of their respective municipalities or agencies,

It is important to note that broader technological advances are expected in the coming years. Next Generation 9-1-1 (NG-911) is the concept recognizing that the current public safety communications systems are not capable of handling text, data, images and video, which are becoming increasingly common in personal communications. As a result, there are efforts by the United States Department of Transportation to facilitate such technology and communications nationwide. Minimizing capital, implementation, and upgrade costs, as well as ensuring consistent unified approaches in the region, depend on consolidation of the underlying E-911 communications.

Phase III is the next steps towards consolidation and should include the “sunset” of the BCCCC and development of a Broward County Consolidated Communications Implementation Board comprised of city managers/administrators from all interested municipalities, the County Administrator (or designee), the Sheriff (or designee), a representative from the Broward County Chiefs of Police Association, and a representative from the Fire Chiefs Association of Broward County. The meetings of this Implementation Board must be governed by open-meeting and “sunshine law” principles. This proposed Board must be funded to provide for expert and professional evaluation of potential sites for dispatch centers, development of procedures and standards to achieve the highest possible level of performance, preparation for necessary staffing, development of standard agreements or inter-local agreements, development of proposed budgets and creation of a stable, predictable and equitable funding stream.

and necessarily leaves the decision to adopt this recommendation to the prerogative of the individual municipalities.

Report of the Broward County Consolidated Communications Committee

PHASE I: Background on Formation of the BCCCC

In 2002, the voters of Broward County voted overwhelmingly to amend the Broward County Charter to require funding and implementation of E-911 communications infrastructure to facilitate closest unit response. The County Charter now mandates, in Section 5.03(A):

The County Commission with cooperation from Municipalities shall establish a countywide communications infrastructure for fire and emergency medical services. The County shall provide funding for the communications infrastructure and all service providers will utilize the elements of the communications infrastructure. The communications infrastructure shall facilitate closest unit response for life threatening emergencies and support for regional specialty teams.

Over the next 10 years, significant capital investments were made by the County to assist in developing a common communications infrastructure, including common computer aided dispatch systems. Development of radio-interoperability and computer aided dispatch (CAD) systems continue to this date (See Appendix A). However, significant changes and advances in technology (including the expansion of cell phone use for E-911 communications), the growth of Broward County, and the economic downturn resulted in the police, fire and city management professionals to call for an exploration of issues beyond simply developing a communications infrastructure set forth in the amended charter language.

In 2008, there existed 12 “Public Safety Answering Points” (PSAPs), or dispatch centers throughout Broward County² (See Appendix A – Broward PSAP Consolidation Feasibility Report, p.2-1). At that time, an evaluation of the structural integrity of different dispatch centers revealed that the highest call volume centers were not hardened beyond Category 2 hurricane strength. (See Appendix A – Broward PSAP Consolidation Feasibility Report, p.4-6). As a result, the County began an effort towards developing “flee-to” sites.

“Flee-to” sites were developed to serve as dispatch centers to which other dispatch centers could “flee-to” in times of emergency or inoperability. Due to the fact there is not a single hardened facility large enough to accommodate the dispatch needs of Broward County an evaluation of existing facilities was undertaken. Through that process of evaluation three hardened facilities were identified as “flee-to” sites with Category 5 rating, redundant power and data sources, distance from coastline, space availability, and other technical features; these “flee-to” sites were developed in a coordinated fashion. Two of the “flee-to” sites are complete (Pembroke Pines and Sunrise), with the third expected to be completed in early

² Since that time, the dispatch center for Deerfield Beach has merged into BSO. Therefore, the current PSAPs are: BSO Public Safety Building; Fort Lauderdale, Hollywood, Pompano Beach, Pembroke Pines, Coral Springs, Plantation, Sunrise, Margate, Coconut Creek and Miramar (as a secondary site).

2013 (Coconut Creek). The geographical dispersion of these “flee to” sites was also envisioned to roughly divide equally the 911 call volume throughout the County.

In 2010, the Broward County City Management Association (BCCMA) Dispatch Committee accepted data and presentations on potential E-911 consolidation issues. A feasibility study was requested and ultimately produced in October 2010. See Appendix A.

The findings of that feasibility study were:

Listed below are the findings that CTD feels the BCCMA should consider if they decide to further pursue the option of developing a more efficient dispatch system for emergency calls,

A. E-911 Dispatch operations for all Broward County Police, Fire, EMS, Sheriff agencies should be fully consolidated into three PSAPs. *The following are arguments in support of a three PSAP consolidated configuration:*

Improved Citizen/Officer Safety. *An integrated consolidated dispatch configuration would better facilitate closest unit response to incidents that are independent of agency affiliation. This will minimize response times and increase the overall efficiency of all public safety agencies within the County.*

Minimized E-911 Call Transfers. *All E-911 calls would be answered by one of three common groups of call takers in our proposed consolidated operation, to be direct dispatched from the answering PSAP. This would eliminate most transfers that exist in the current configuration (and their associated potential life threatening delays).*

Cost Savings. *Consolidation could reduce the required quantity of telecommunicator personnel by up to 20 percent as compared to current staffing levels The savings in staff do not include the savings that would be achieved by minimizing management staff (an assessment of current versus required management positions in a consolidated model was not conducted in this phase of the analysis). [...] Consolidating dispatch is also expected to reduce facilities costs (i.e., building maintenance, emergency power equipment, etc.) since an overall reduction in PSAP facilities would be achieved.*

Efficient, cost effective migration to new technologies. *Consolidation also leads to benefits for required future capital outlays for E 911 technology. The inevitable requirement to migrate to Next Generation*

911 technology will be less costly in the consolidated model compared to the cost for the migration of the current 13 PSAPs.³

B. Install a Single Management Body for the Consolidated PSAP Model. The following are arguments in support of single-body management:

Policies, salaries, and benefits would be uniform for all call takers, dispatchers, and supervisors.

Single person/department responsible for center performance.

A single administrative and support services function serving countywide needs facilitates cost efficiencies by avoiding administrative and support redundancies.

C. In a three PSAP consolidated configuration, PSAPs should be geographically dispersed. In the event of a PSAP system failure or evacuation, the other two PSAPs in the County can backup call taking/dispatch operations and could serve as flee-to centers.

This feasibility study was presented in November 2010 to the Broward League of Cities. As a result, it was agreed that a task force should be formed to further consider implementation.

It is important to note, even in 2011, there was already a measure of consolidation which has occurred. Presently, BSO dispatches for 24 cities (in whole or in part), representing 66% of the 911 call volume. There has been an integrated and systematic development of “flee-to” sites, which would permit other municipalities to relocate dispatch operations in times of distress or service interruption to the “flee to” sites.⁴ Additionally, various groups of stakeholders cooperate and coordinate separately on matters related to E-911, including CAD and document systems.

³ The BCCMA Report also ‘counts’ Broward County’s Emergency Operations Center (Broward EOC) as a back-up site. With the creation of ‘flee-to’ sites, this report no longer makes that assumption. With the merger of Deerfield Beach operations into BSO, there are currently 11 dispatch communication sites.

⁴ However, because there is variability in radio interoperability, CAD systems and document management systems, this process is not as seamless as it would be under a unified and consolidated E-911 communications system.

PHASE II: The Broward County Consolidation Communications Committee

In 2011, The Public Safety Committee of Broward County League of Cities, The Fire Chiefs Association of Broward County, The Broward County Chiefs of Police Association, The Fire-Rescue Services Council, The Broward County City Management Association and the Board of Directors of The Broward League of Cities all overwhelmingly adopted and supported resolutions calling for an implementation process for cooperative consolidation of E-911 communications and dispatch (Appendix A Resolution Supporting Consolidation Effort).

The Broward County Consolidated Communications Committee (BCCCC) was formed through the cooperation of The Broward County Board of County Commissioners, The Broward League of Cities, The Fire Chiefs Association of Broward County, The Broward County Chiefs of Police Association, The Fire-Rescue Services Council, The Broward Sheriff's Office and The Broward City/County Management Association. The membership of the Committee was developed through the cooperation and recommendations of each of those organizations, and then ratified by The Broward County Board of County Commissioners on November 1, 2011. The membership of the full Committee is identified at the front of this report.

The BCCCC met on November 10, 2011 and developed sub-committees to address three discrete matters: Governance, Operations and Funding. The membership of each of the sub-committees is identified in their respective reports. The BCCCC targeted March 1, 2012 for producing the overall Committees report. Dates for production of individual sub-committee reports were moved as requested by the individual sub-committees.

The process was designed to be inclusive of all stakeholders and viewpoints, including labor union and technical support staff. The Consolidated Communications Committee and Sub-Committee meetings were governed by the rules of open government, with supporting data and documentation available on-line for public review. The Committee/Sub-Committees have collectively held a total of 24 meetings, with over 300 Committee-Person hours of analysis, discussions and deliberation during Committee meetings alone. These hours dedicated do not account for the individual efforts of Committee members reading and analyzing data and information outside of the meetings.

Throughout the process, all meetings were well-attended by not only Committee members, but also staff of the various municipalities and various stakeholders. Input was taken from all wishing to provide data or information, without the formality of requiring input from only Committee members. Additionally, all minutes and information obtained or considered were placed online through the cooperation of the Fire Chiefs Association of Broward County at: http://www.fcabc.com/Comm_BCCC.php

The goals of a consolidation of E-911 communications are to improve service and safety for residents and emergency personnel, establish consistent performance metrics for all

residents, eliminate delay in transfer of emergency calls, employ the best technology available to expedite emergency response, and facilitate closest unit response.⁵

Additionally, there may be an ability to conserve resources by reducing the number of dispatch centers, thus reducing the burden on taxpayers. Importantly, there is no single standard or oversight for all of the PSAPs throughout Broward County. Unified and consolidated E-911 communications would provide consistent unified standards throughout the county.

Each Sub-Committee prepared a report, which was reviewed and adopted by the Sub-Committee, then submitted to the full BCCCC for review. Changes were made to final reports by consensus of the BCCCC.

A summary of each Sub-Committee Report and findings prepared by the BCCCC is provided below. The full reports, as well as the data and information considered by the Sub-Committees and BCCCC, can be reviewed in the respective appendices.

On February 10, 2012, the Sub-Committees were “sunset” and all further discussions were conducted through the full BCCCC.⁶

⁵ It is important to note that consolidation of 911 communications as recommended herein does necessarily mean all municipalities would naturally implement closest unit response across municipal boundaries. There are many operational factors which go into such agreements and decisions, including but not limited to staffing, equipment and workload considerations.

⁶ As part of the report process, the BCCCC generated a “Fact Sheet” and “Frequently Asked Questions” summary. It is located at Appendix A.

Governance Sub-Committee

The Governance Sub-Committee⁷ examined 14 different completed consolidated dispatch models from around the United States. This review categorized the examined models by the following characteristics: Jurisdiction, including major city; Population; Service area; Consolidation date; Number of agencies participating; Dispatch Call Volume; Organization type; Oversight Board composition; and Sub-Committee structure.

The governance structure of these 14 systems can be described as follows: 7 Independent Boards; 3 County Departments; 3 Taxing Authorities; 1 Sheriff Office Department.

There was broad consensus of the Sub-Committee that the most desirable Governance model for public safety communications would be an independent district dedicated to public safety communications. The majority of models of consolidation were structured with independent boards. However, due to legislative impediments preventing establishment of such independent districts in the short term, there was also broad consensus that development of an independent district was so unlikely as not to be given further consideration in the short-term. Long term, this would remain a potential goal.

There was broad consensus that any Governance structure for the Broward County cooperative consolidation effort must include representative presence of all participating agencies/municipalities on a governing board; transparency for reporting of metrics and performance to all agencies/municipalities; hire/ termination authority by the governing board over an executive director, and the establishment of professional committees focused on day-to-day operations

It was agreed there were four basic model types. (1) A consolidated dispatch system run by Broward County Government; (2) A consolidated dispatch system run by the Broward Sheriff's Office with the Governing Board having hire/fire authority over the executive director; (3) A decentralized model of Regional Public Safety Communications Centers with the county divided into four distinct, regionally-based consolidated dispatch entities, each with the same governance and sub-committee structure; (4) An independent district.

After review and analysis, the decentralized model and Independent district were eliminated from further consideration. The Sub-Committee agreed to present to the Full Committee the options of the County and BSO models. The features of each are as follows:

Model #1: Broward County Department of Consolidated Communications

- * County Department under the control of the County Administrator and the Broward County Board of County Commissioners.

⁷ The full and final report of the Governance Sub-committee is located at Appendix B.

- * County Department is a temporary goal: the long-term goal would be an independent taxing district,
- * Interlocal Agreement creating the consolidated dispatch system would be to create an entity as independent from the County as possible.
- * ILA would be approved by all participants in the consolidated dispatch system and would define operations, governance, funding formula, etc.
- * Department governed by a Governing Board comprised of elected officials representing each of the participating jurisdictions.
- * Governing Board would meet quarterly to set policy, and would have the power to confirm the Executive Director, recommend a budget and rates to the County Commission for approval (per the terms of the ILA) and appoint an Executive Committee.
- * The Governing Board would have the power to appoint an Executive Committee made up of several city managers from participating jurisdictions, as well as the County Administrator and Sheriff, or their respective designees.
 - * This Executive Committee would meet monthly and oversee normal operations, including recommending the hiring or termination of the Executive Director, assuring budget oversight and compliance with purchasing requirements, the development of administrative policies and procedures, and working with the Executive Director to develop the budget and reviewing performance measures.
- * A final standing sub-committee—the Dispatch Operations Committee—would be made up of public safety professionals and would be tasked with the development of operational policies, protocols and procedures, as well as establishment of performance standards and dealing with technical issues as they arise.⁸
- * All employees of a County-run consolidated dispatch system would be employees of Broward County Government and would report to the Executive Director. In addition to PSAP staff there would be the need for a small staff, and most administrative functions such as HR, purchasing, and legal could be

⁸ It is noted that presently there is currently a Regional Public Safety Communication Committee (RSPSCC) that serves to plan and coordinate use of the current countywide communications infrastructure as contemplated in the Broward County Charter. This existing group has representatives from County, Sheriff's Office and municipal public safety agencies.

contracted out to a governmental entity able to provide them at the lowest cost available.

Model #2: County-Wide ILA with BSO Accountable For Communications

- * Dispatch service would be provided by a Department within the Sheriff's Office.
- * Consolidated Dispatch Executive Director would be a BSO employee, subject to the policies and procedures of the organization. However, the Governing Board would have hire/fire authority over the Executive Director.
- * Administrative, legal and other support services provided by BSO.
- * A BSO-run model would be governed by a Board of Directors comprised of an elected official from each participating municipality, two County Commissioners and the Sheriff.
- * Board of Directors would meet regularly to approve general policies related to operations, budget and finance. In addition, the Board of Directors would approve the annual operating and capital budget, as well as the cost allocation formula.
- * Sheriff would not have the power to veto or override decisions that are made by the Board of Directors.
- * An Administrative Manager serving under the Executive Director would be responsible for the preparation of the budget, which after being approved by the Board of Directors would be presented to the County Administrator as a part of the BSO Operation Budget. This budget would subsequently need to be approved by the Broward County Board of County Commissioners as a part of its general operating budget.
- * An Executive Committee made up of City Managers from each participating municipality, the County Administrator and the Sheriff (or their respective designees) would be responsible for oversight of operations subject to the policy direction established by the Board of Directors.
- * The Executive Committee would also be able to make recommendations to the Board of Directors for their consideration.
- * A standing Operations Committee made up of Police and Fire/EMS representation from each participating jurisdiction or agency will assist in

coordination and preparation of unified procedures and policies and unified radio procedures.

- * In addition, the Operations Committee will serve as a point of contact for each law enforcement or Fire/EMS agency if daily procedural and operations issues arise.
- * Confirmation of this structure would be an ILA executed by all the participating agencies and municipalities.

After consideration of various potential models, voting power of the participating municipalities was recommended, as follows: each participating municipality would have one vote, and actions would require approval from 50 percent of the municipalities representing 75 percent of the population of the County.

Operations Sub-Committee

The Operations Sub-committee⁹ was given the mission of examining operational elements of a potential consolidation of the various E-911 and dispatching systems. The Sub-committee established a platform of “establishing a single unified operational approach with cross disciplinary leadership and management”. In addition, 34 overarching goals were adopted as a working document. See Appendix C.

There was consensus that the following national standards / recommended practices / documents need to be considered when making any final recommendations: CALEA – Commission on Accreditation of Law Enforcement Agencies; CFA – Commission of Florida Law Enforcement Accreditation; NAEMD – National Academy of Emergency Medical Dispatch; NFPA 1221 - National Fire Protection Association’s Standard for the Installation, Maintenance, and Use of Emergency Services Communication Systems; ISO – Insurance Services Office; CAAS – Commission on Accreditation of Ambulance Services; CALAE – PSC – Public Safety Communications Specialty; CFAI – Commission on Fire Accreditation International; APCO – Association of Public Safety Communication Officials.

A survey was developed with the assistance of PSAP site managers. In all, 34 data elements were evaluated within the major areas of the building itself, the technology systems, and the operations of the centers. The sub-committee had presentations from each of the PSAPs, with the exception of City of Plantation which declined to provide any information or participate in the survey process.

The Operations Sub-Committee considered the photographs, floor plans, and presentations made, and reviewed 49 pages of text and graphics. While it would be conceptually and technically possible to relocate all dispatch services to a single site, there were no existing sites in Broward County which could appropriately house all of the dispatch resources necessary. Further, a single site without a parallel redundant site was not presently seen as advisable. There was agreement that chosen facilities would need to be in various locations throughout the County. There was also agreement on the need for a single unified CAD system throughout the system.

After further analysis of the facility data, a decision was reached to give the highest priority to the following data elements: year facility was built, hurricane rating, flood plain, future capacity, square footage for both existing and expansion, housing for staff during disasters, diversity of power sources, diversity of telephone sources, diversity of data sources, with staff parking for disaster operations as a minor consideration. An additional element of “proximity to the coast” was considered and added as an issue for consideration.

After analyzing the available data, the Sub-committee recommended that the City of Plantation not be considered any further as Plantation opted to provide no information. An

⁹ The full and final report of the Operations Sub-Committee is located at Appendix C.

additional recommendation was approved to discontinue further consideration for the existing PSAP/911 sites in Fort Lauderdale, BSO/Pompano Beach, and Margate.

The following PSAP/911 sites remain under consideration: BSO – Public Safety Building, Coconut Creek (proposed), Coral Springs, Hollywood, Pembroke Pines, and Sunrise. The consensus of the Operations Sub-committee was the system could be operated with three PSAP/911 centers with geographic diversity.

In 2008, the County began the effort of evaluating the strength and capacities of the PSAPs throughout Broward County. Through that process, the development of “flee-to” sites was initiated. These are sites to which other PSAPs could “flee-to” during periods of compromised operations, whether due to storms or otherwise. These “flee-to” sites were specifically constructed and planned to provide structural integrity during Category 5 storms, were located diversely and outside proximity to the coast, had various technical redundancies necessary to provide sustained operations, and had capacity to handle the call volume for the County. Additionally, these “flee to” sites have the capacity to absorb the call volume caused by the loss one of the other three centers. The geographical dispersion of the sites was based also upon roughly dividing equally the county as well as call-volume. Currently, Pembroke Pines and Sunrise “flee to” facilities are complete and operational. The Coconut Creek facility is expected to be complete in early 2013.

While designed to be “flee-to” sites, CTD presented data and analysis that these facilities can appropriately handle the call volume for the entire county and could be the locations for a 3-center cooperative consolidated communications model, upon validation.

However, because the BCCCC was not funded with the capacity to retain experts and professionals in the various areas, no specific sites were ultimately selected by the Sub-Committee. It is recommended that final consideration be contingent upon certification by a third party regarding the hurricane rating and other matters important to the establishment of a unified and sustainable consolidated E-911 communications system, there was no recommendation as to which sites should be selected.

Recommendations from the Operations Sub-Committee were:

- The system should use a single CAD system;
- The system should use three geographically separate PSAP/911 locations;
- The existing locations in Fort Lauderdale, Pompano Beach, and Margate should not be considered based upon the facility assessment;
- The existing center in Plantation should not be further considered based upon a lack of information provided;
- The platform of establishing a single unified operational approach with cross disciplinary leadership and management should remain in place;

- Any final decisions regarding site selection should be contingent upon a third party evaluation of the hurricane rating.

Funding Sub-Committee

The Funding Sub-Committee¹⁰ developed a survey in an effort to better define the current operational costs of dispatch county-wide for all residents. Capital infrastructure costs are and are assumed to continue to be the obligation of County government. Those capital infrastructure costs were not the subject of Sub-Committee analysis.

With the assistance of staff, a specific survey was distributed and the responsive information accumulated. The City of Plantation declined to participate in the survey; the City of Margate indicated a willingness to participate but due to the transition of administrations they were unable to provide information. Assumptions based upon historical data were made for these two sites.

Based upon data from all municipalities, and the assumptions for Margate and Plantation, the total direct operational (non-capital) costs for the entirety of E-911 in Broward County was estimated to be \$53,114,848, representing 11 PSAPs with 596 positions for call-taking and E-911 dispatch. This did not include indirect costs often assessed by municipalities for pro-rata share of administrative costs.

Of this portion, \$22.9 million is provided through the County. Until this year, an additional \$6.0 million, representing the costs for BSO to dispatch City of Fort Lauderdale police services, was funded through the County taxpayers through BSO's budget. However, with Fort Lauderdale funding the \$6.0 million this year, the County is funding \$22.9 million as noted. Of the \$22.9 million, \$3.2 million is funded through 911 revenue, \$0.8 million is provided by airport-generated enterprise funds, and the County funds the remaining \$18.9 million from ad valorem and other General Fund sources.¹¹

Information was obtained on the statutory revenue generated by cell phone surcharges pursuant to Florida Statute Section 365.172(9) (b) and (c), commonly referred to as "911 dollars". These "911 dollars" off-set a portion of call-taker salaries and certain capital expenditures for the County and municipalities with PSAPs. While these "911 dollars" are assumed to be available going forward, there is no certainty as to how long those funds would be available.

Under the 3-center model consolidated system proposed by CTD and recommended by the Operations Sub-Committee, exclusive of capital costs, it was estimated that operational costs would be \$41.9 million. Using the APCO RETAINS model for calculating personnel needs, the personnel costs would be expected to be reduced from 596 FTEs to 502 FTEs. It is

¹⁰ The full and final report of the Funding Sub-Committee is located at Appendix D.

¹¹ The County funds BSO budgetary needs. It was not clear from that budgetary process how much is contributed by the County to fund BSO dispatch services which are unreimbursed by the cities. As a result, information and data was provided by BSO accounting providing the unreimbursed municipal dispatch services handled by BSO but which is paid for by the County. Ft. Lauderdale pays \$6.0 million in direct costs, but also pays \$0.3 million in indirect costs.

estimated there would be non-recurring transitional costs estimated to be \$1.5 million and administrative indirect costs of \$1.9 million going forward.

It is anticipated that a Consolidated Dispatch Model would not only provide the public with a seamless and improved service model, but would result in substantial costs savings in both direct employee costs and management/supervision costs. The Proposed Cost Model estimates an operational cost savings in the range of 11.3 million per year. The estimated cost per call would be reduced from over \$12 per call to below \$10 per call.

The Sub-committee then identified how the funding sources for current system are achieved (in millions of dollars):

City funding own PSAPs ¹²	16.9
City funding own FIRE PSAP with No Cost BSO police Dispatch ¹³	0.8
City funding own Fire PSAP and paying for BSO Police Dispatch ¹⁴	6.1
Cities paying for BSO Full Dispatch Services ¹⁵	2.8
City paying BSO for Fire Dispatch with no cost BSO Police Dispatch ¹⁶	0.3
Total City funded Dispatch Services ¹⁷	26.9
Aviation Department Paying BSO for Full Dispatch services	0.8
Cities currently in Countywide Communications System ¹⁸	
Unreimbursed County Dispatch Cost ¹⁹	18.9
Total Net Costs (netted for E-911 Revenue)	46.6
E-911 Revenue ²⁰	6.5
Total Gross Cost (before E-911 Revenue)	53.1

¹² Coconut Creek, Coral Springs, Hollywood, Margate, Pembroke Pines, Plantation, Sunrise.

¹³ Miramar.

¹⁴ Ft. Lauderdale, Wilton Manors. Ft. Lauderdale has been paying directly for dispatch of fire rescue service; this year, Fort Lauderdale also began paying directly for the costs of police dispatch.

¹⁵ Pompano Beach

¹⁶ Deerfield Beach

¹⁷ Funding for city funding achieved through city ad valorem. This is ad valorem above and beyond the ad valorem contributed to the County, which funds dispatch costs.

¹⁸ Cooper City, Dania Beach, Davie (emergency services only), Hallandale Beach, Hillsboro Beach, Lauderdale By The Sea, Lauderdale Lakes, Lauderhill, Lazy Lakes, Lighthouse Point, North Lauderdale, Oakland Park, Parkland, Pembroke Park, Sea Ranch Lakes, Southwest Ranches, Tamarac, Weston, West Park.

¹⁹ Unreimbursed county dispatch costs are funded through county wide ad valorem.

²⁰ Total statutory E-911 dollars are approximately \$10 million. A portion of those funds are utilized by Broward County to fund infrastructure costs. The remainder, approximately \$6.5 million is distributed to the PSAPs to off-set a portion of the dispatch operational costs. Reducing these dollars would result in net increase in costs for the PSAPs

The Funding Sub-Committee addressed funding alternatives for a cooperative consolidated communications system: Municipal Services Taxing Unit (MSTU); Fee for Service charge to participating municipalities; Ad Valorem through the County

MSTU Approach

This funding source permits the County to collect Ad Valorem taxes from properties in a geographic area less than countywide for a particular municipal type service. The County Commission would approve the MSTU budget and millage rate. Millage levied by a MSTU applies against the ten (10) mill cap of each municipality and unincorporated area.

Advantage: Central administration outside the annual budget process of cities; based upon property value data determined by independent official through Property Appraiser;

Disadvantage: Dependent on property values and therefore can fluctuate based upon economic conditions or legislative action aimed at property tax accumulation; not dependent on demands of the system

Fee for Service Approach

This funding source would collect a fee from participating jurisdictions allocated upon an objective and measurable criteria: calls for service, property tax base, population, E-911 phone surcharges, some combination of those and/or additional criteria.

Advantage: Utilizes objective criteria with flexibility based upon changing demands on the system.

Disadvantage: While using objective criteria, and choosing which criteria to use may result in widely different results among cities; data must be updated constantly or routinely, resulting in unpredictable shifts in funding costs; additional administrative costs potentially.

Examples of the potential criteria and allocation percentages is contained at Appendix D, Funding Sub-committee Report.

Regional Services Approach

This funding source would be defined as a regional service and the County would fund through the collection of Ad Valorem as it does for other regional services. This approach assumes all property owners are required to contribute since they are County residents, will travel throughout the county, and would therefore benefit from the regional approach. The millage would not apply against individual municipalities, though municipalities may wish to reduce their millage to accommodate the shift in tax obligation.

Advantage: Simplifies the funding process to avoid individual municipalities deciding; stability of funding may be achievable through agreements legal mechanisms;

Disadvantage: If unable to protect funds from “across-the-board” cuts from County Commission, may lead to less stability; may result in different governance structure

County Funding Currently and Recent History

Until 2009, the County funding for dispatch, including that which was funded through BSO, totaled approximately \$31,700,000.²¹

More recently, through negotiations and expiration of pre-existing agreements, the County no longer funds dispatch costs for the City of Fort Lauderdale and City of Pompano Beach. As a result, this has reduced the County and/or BSO financial obligations for dispatch by nearly \$8,800,000 since approximately 2009.

Funding For the Proposed Organization

The proposed consolidated operation is estimated to save \$11.3 million per year excluding transition costs. As indicated previously, the current E-911 gross cost is approximately \$53.1 million. With currently \$6.5 million of offsetting E-911 revenue, the net cost of the current E-911 organization is \$46.6 million. With an estimated savings of \$11.3 million resulting from consolidated operations, the net cost of the proposed organization is \$35.3 million. It is assumed that the net contribution of the County remains unchanged at \$18.9 million plus \$0.8 million from airport operations. The remaining gap to be funded by the participating cities would be \$15.6 million. If funded through a MSTU, this would result in an MSTU projected millage of approximately 0.1318 mills after full transition.²²

Recommendation

After consideration by the full BCCCC of the funding history and options, there was broad consensus that Broward County should maintain not less than the current dollar funding level in the new consolidated organization in the immediate future (during the transition period of approximately three years) and the County’s funding in future years should be in the same proportion as its initial funding in the consolidated organization, disregarding transition costs. Additionally, the gap in funding between that level of county funding and

²¹ Calculated based upon present dollar estimates as the amount of County-wide dispatch funding through BSO (\$22.9 million), City of Fort Lauderdale (\$6.0 million) and City of Pompano Beach (\$2.8 million)

²² Additionally, this millage estimate assumes a conservative 95% collection rate and is based upon 2009 taxable value. Actual millage may change based upon taxable value and collection rate at the time of implementation.

the total operational costs of the consolidated model should be funding via ad valorem through a Municipal Services Taxing Unit (“MSTU”).²³

Federation of Public Employees

Just after the creation of the BCCCC and prior to the completion of the Sub-Committees’ work, the BCCCC received a letter report from the Federation of Public Employees dated November 29, 2011. (See Appendix A, Federation of Public Employees Cooperative Consolidations Report). While there were a number of concerns raised regarding the staffing levels set forth in the 2010 feasibility study, the report of the FOPE concluded:²⁴

Broward’s coordination of equipment used for emergency response remains incomplete or incompatible and hinders seamless communication throughout each of the individual municipalities. Broward County has made significant progress in incorporating new technology into the 911 system, but other infrastructure vulnerabilities have been unaddressed.

In an effort not to duplicate the same data provided previously we would respectfully direct the Committee to page(s) 2-4, 4-7 of the CTD report for further understanding of the many different technological and radio systems operating in Broward County.

In closing the Federation believes that consolidating the E-911 Communications structure of Broward County can be done. We believe that residents and visitors of the county would benefit from such a regionalization of service. We believe that if approached methodically and within State Statute our E-911 system could become a model not only for the remainder of our State but for the Nation.

²³ This recommendation is based upon the current information available to the Committee, does not represent the recommendation of individual committee members on behalf of their respective municipalities or agencies, and necessarily leaves the decision to adopt this recommendation to the prerogative of the individual municipalities.

²⁴ For instance, the FOPE recommended four dispatch sites due to concerns over interruption of service due to technical difficulties and/or storms. Additionally, there were stated concerns related to the modeling of the number FTEs necessary. However, these concerns were offered prior to the development and analysis of the Operations Sub-Committee surveys, the presentations by the PSAPs, the presentations on the “flee-to” sites and discussion by the Operations Sub-Committee and BCCCC. Moreover, the FTEs assumptions were vetted during the Sub-Committee process and there were no further objections or alternative calculations offered by FOPE. In the end, the final actual number of FTEs and the site selection must be further considered in the implementation process during Phase III, which will necessarily include the views of professionals, experts and all stakeholders.

Next Generation 9-1-1

Next Generation 9-1-1 (NG-911) refers to an updating of the nation's E-911 service infrastructure to improve public emergency communications services in an increasingly wireless and mobile society.

In today's E-911 environment, the public can primarily make only emergency voice calls and Teletype calls (by deaf or hearing impaired persons). Only minimal data is delivered with these calls, such as Automatic Number Identification, subscriber name and Automatic Location Identification, when available.

In the Next Generation 9-1-1 environment, the public will be able to make voice, text, or video emergency "calls" from any communications device via Internet Protocol-based networks. The PSAP of the future will also be able to receive data from personal safety devices such as a vehicle Advanced Automatic Collision Notification systems, medical alert systems, and sensors of various types. The new infrastructure envisioned by the NG-911 project will support "long distance" E-911 services, as well as transfer of emergency calls to other PSAPs—including any accompanying data. In addition, the PSAP will be able to issue emergency alerts to wireless devices in an area via voice or text message, and to highway alert systems.

The need for this NG-911 infrastructure, first identified in 2000, is intended to replace current 9-1-1 services over time. Development actions started in 2003, and are continuing with the development of a full definition and standards for NG-911. Since 2006, the US Department of Transportation (DOT)²⁵ has been leading their NG-911 Initiative, a research and development project aimed at advancing NG-911.

Public safety communications groups and experts recognized that the nation's current E-911 system was not capable of handling the text, data, images and video that are increasingly common in personal communications. The stated goal of the USDOT project is to: "To enable the general public to make a 9-1-1 "call" (any real-time communication – voice, text, or video) from any wired, wireless, or IP-based device, and allow the emergency services community to take advantage of advanced call delivery and other functions through new internetworking technologies based on open standards." The project is aimed at ultimately establishing a national architecture for an NG-911 system that would meet these goals, and to create a transition plan for NG-911.

While not yet fully developed, the increasing complexity of NG-911 support the need for a regional approach to public safety dispatch services. The traditional model of each community replicating infrastructure to meet only its own geographic needs fails to recognize the community's citizens are increasingly mobile – requiring a much more technologically advanced approach.

²⁵ See <http://www.its.dot.gov/ng911/> for further information.

PSAP Managers: Life Cycle of E-911 Calls; the Challenge of Misdirected E-911 Calls

Each PSAP has a “manager” responsible for the performance of the call and dispatch center. PSAP managers are under the command and control of the individual PSAPs. A single PSAP may dispatch more than one municipality. For example, BSO dispatches for 24 municipalities, in whole or in part, including agencies that are not BSO police or fire. The PSAPs managers as a group representing all PSAPs presented information to the Committee on multiple occasions.

The time measurements within the control of an individual PSAP are from the moment the call is received in the E-911 center until the moment a unit (whether police or fire) is dispatched. Response times thereafter are the product of individual municipalities and circumstances at the time of dispatch.

Misdirected Calls: Resulting Call Transfer Impact on Public Safety

Before outlining the concepts of call-processing times and the life cycle of a E-911 call, one of the most important challenges facing Broward County and individual E-911 callers is the concept of “misdirected” calls. This challenge is entirely the product of technology and the number of PSAPs centers operating independently.

A “misdirect” E-911 call is one that is routed to a E-911 call center other than one who can actually dispatch a unit to respond to the emergency. For instance, when a E-911 call is initiated by a mobile phone, the determination of which dispatch center receives that call is primarily based upon the location of the cell tower associated with the cell phone at the time of the call and the routing instructions given to that cell-tower. Each sector of a cell phone tower is programmed to route E-911 calls to a particular dispatch center.

Of great concern, as a result, are scenarios where mobile phone E-911 calls are routed to a dispatch center other than one which could actually dispatch emergency responder units.

For instance, callers located in City A witness a serious car accident. The callers call E-911 on their cell phones. Because of their location, the location of corresponding cell phone tower, and the routing instructions for a E-911 calls programmed for that corresponding tower, the calls are received in City B call center. City B dispatchers cannot dispatch City A fire-rescue or police.

After obtaining some level of information, the calls must then be transferred to the City A dispatch where the process of obtaining caller information can begin again. Examples of calls then being re-transferred back to City B due to better information are known. Interruption of cell phone E-911 calls due to cell phone transfer or dropped calls, resulting in the call back being routed to an entirely different E-911 center and the process beginning all over again, were described.

Misdirected calls were described by the PSAP managers as happening “very frequently” and for a “significant number” of calls. One PSAP outlined that approximately nine thousand (9,000) misdirected E-911 calls received in their center over a year’s time, representing 10% of their total call volume. Another PSAP reported misdirected E-911 calls represented 5% of their total call volume. While this range may not represent the misdirected call volume for all PSAPs, one police chief described this challenge as the “premier issue” facing public safety dispatching in Broward County.

The ever-increasing use of mobile communications as the primary (if not only) means of communicating a E-911 emergency means this problem can only become more prominent. Some homes do not utilize land lines. In those circumstances, even calling E-911 from your house on a cell phone may result in delays associated with the routing of the call. The “Next Generation 9-1-1” efforts to expand the methods for communicating a E-911 emergency to the correct dispatch center are further complicated by these technology limitations.

Elimination and significant reduction of misdirected calls could occur through cell phone industry upgrades of technology. However, decades-long efforts to encourage the cell phone industry to address this problem have been unsuccessful.

Alternatively, the only other method to reduce or eliminate the significant and real delays associated with misdirected calls is to establish a consolidated communications system utilizing the same CAD and technology among the centers.²⁶

Life Cycle of a E-911 Call

There are a number of different “times” that are measured or might be measured in the life cycle of a E-911 call. (See Appendix A, PSAP Performance Standards). Florida law sets a standard that 90 percent of all E-911 calls must be answered within 10 seconds of the caller initiating the call. From the moment the caller dials E-911, the PSAPs in Florida are targeting answering 90% of those calls within 10 seconds.

Data was presented for twelve month periods, both for the preceding twelve months, and the twelve month period for fiscal year 2010-2011. Achieving a higher level of performance than 90% is the goal for all PSAPs and some are able to achieve even higher performance. There are varying levels of performance amongst the PSAPs. Possible variables to explain

²⁶ Beyond common CAD, it was noted that additional considerations were necessary in implementation of any consolidated communications model. For instance, current document or records management systems vary throughout Broward County, and certain municipalities may have recently implemented such systems. Evaluation of these issues is currently on-going through the Regional Public Safety Communications Committee (RPSCC). The RPSCC was constructed through a series of inter-local agreements related to CAD, radio systems, and document management issues. RPSCC is presently operating within the ambit of the CTD and membership includes all municipalities or agencies which have executed the respective ILA. Through defined governance committees, the RPSCC is cooperatively evaluating radio system interoperability, CAD, and document/records issues countywide. For the Radio ILA, all municipalities, the School Board, Broward County and BSO have a seat on the governance committee.

the differences in performance are staffing levels, training, and call-transfers initiated by some PSAPs to BSO due to lack of training certification. Collectively, across the county, as of end of fiscal year 2010-2011, the county-wide performance was that 74% of the calls were being answered within 10 seconds. As of February 2012, collectively 79% of the calls were being answered within 10 seconds.

The 90/10 standard is meant to allow for peak call volumes during the day as well as situations where a significant number of calls are reporting the same incident.

The next measurable times within the E-911 call life cycle is the time between the point when the call is answered until the call is dispatched. The Committee was told that for Fire-Rescue, approximately 95% of the E-911 calls are calls which require a "code 3" response, or true emergency response. The remaining approximately 5% of the calls are considered non-emergency. However, for police E-911 calls, the percentages are reversed. That is, only approximately 5% of police E-911 calls require "code 3" response, while approximately 95% are considered "non-emergency". Therefore, there are differing principles for measuring actual response times between police and fire.

For Fire-Rescue calls, the standard set forth in National Fire Protection Association 1221 establishes that 90 percent of the calls be dispatched within 60 seconds, and 99 percent within 90 seconds. However, how PSAPs meet this standard vary and what is measured as a "dispatch" is a product of both economic decisions and varying standard operating procedures. It was not possible to compare different PSAPs for performance without significant study at this stage. For example, some municipalities do not dispatch a Fire-Rescue unit until a certain level of information is obtained (such as confirmed injury), while others may begin rolling units without more information. Some municipalities may consider a qualifying dispatch of a unit being any unit, even if that unit is not the type of rescue unit which would be primarily needed but will follow. Finally, comparisons among PSAPs may be hampered because of differing computer systems (CADs) being utilized in different PSAPs.

For Police calls, because of the nature of emergency versus non-emergency E-911 calls, NFPA does not have a specific standard and leaves those decisions to the individual agencies. By way of example a call for a burglary can be determined to be an emergency or a non-emergency, even though both classified as a burglary call. If the caller says the burglary is "in progress", that would likely result in dispatch units "code 3" and within the time standards of NFPA 1221 set for fire-rescue. However, if the call is about a burglary just discovered but happening over the past week while the resident was out of town, discretion is necessary to determine what other priority calls are in the "queue". Such prioritization based upon individual characteristics of the call make it difficult to establish measures for this component of call-processing times.²⁷

²⁷ Presently, as outlined previously, BSO dispatches, in whole or in part, for 24 different municipalities. Each municipality has provided instructions to the respective PSAP how to prioritize calls. Implementation of those instructions is achieved through the computer programming which assists the dispatcher by providing

The Committee agreed that explaining the underlying and complicated reasons for the variability of performance among PSAPs was necessary in the next stage of the analysis prior to full implementation. It would be necessary for the residents and municipalities to understand how consolidation would improve service by eliminating such variability and meeting the highest standards achieved by any one municipality.

However, there was strong consensus that the problem of misdirected calls was significant enough to find that the elimination or significant reduction in delays associated with misdirected calls would be a substantial improvement in public safety performance. Further, there was strong consensus that consolidation of E-911 communications centers as outlined in this report would eliminate or reduce significantly the problem of misdirected calls.

recommendations for how to queue the calls and in what priority. Therefore, for example, BSO presently implements “queue-ing” instructions from different municipalities within a particular dispatch center.

BCCCC Points of Consensus

Governance

Must include a Governing Board with full representation of participating agencies;

Each participating municipality/agency must have a seat on the Governing Board;

Under any Governance model chosen, each participating municipality would have one vote, and actions would require approval from 50 percent of the municipalities representing 75 percent of the population of the County;

Governing Board must have hire/termination authority over Executive Director;

Development of Independent District would be most desirable, but due to predicted legislative impediments to development of an independent district, this was not considered further by the BCCCC;

The BCCCC recommends further consideration of two potential models for governance and operations: (a) a regional model where the Board of Directors would have hire/fire authority over the Executive Director through the Broward Sheriff operations; or (b) a similar model operated through Broward County Government.

If BSO model, the Sheriff cannot have veto power over decisions of the Governing Board;

Whichever model is chosen, a professional Executive Committee, Operations Committee, and potentially additional specialized committees are necessary;

Development of uniform and standard inter-local agreements, if required under the model chosen, rather than individual municipalities negotiating separate deals;

ILA must provide stability of governance;

It must be recognized that because this is should be a cooperative process for consolidation, there may be agencies/municipalities that choose not to participate initially. However, the structure, including operations, must allow for the potential migration into the consolidated system.

Operations

Consolidation of E-911 communications and dispatch services is technically feasible, desirable and will improve service;

Will reduce delay in the transfer of emergency calls;

Will result in faster overall emergency response times;

Will enhance interoperability and coordination amongst responding agencies;

Will result in fewer errors due to standardized call handling and dispatch protocols;

Misdirected calls (cell phone 911 calls routed to a dispatch center other than one that can actually dispatch emergency units) occur frequently and are a substantial number;

Misdirected calls result in time delays as the emergency call, after obtaining necessary information, is then re-routed to the dispatch center which can dispatch emergency units;

Cooperative consolidation of E-911 communications adherent to the principles herein would eliminate or reduce significantly misdirected calls, and thereby substantially improve public safety;

A single, common CAD is required and recommended;

It is technically feasible and recommended to reduce the number of PSAPs to 3 for the entire County;

A consolidated communications system should use three geographically separate PSAP/911 locations;

It is necessary before site selection to have professional expert and validated opinions on viability and desirability of chosen infrastructure;

Metrics for performance should be based on 'best practices' and exceed national standards, if possible;

The existing locations in Fort Lauderdale, Pompano Beach, and Margate should not be considered based upon the facility assessment;

The existing center in the City of Plantation should not be further considered based upon a lack of information provided;

The platform of establishing a single unified operational approach with cross disciplinary leadership and management should remain in place

The chosen model must have a professional, unified structure with accountability based upon performance metrics;

ILA must provide stability and transparency of operations;

Funding

Funding must be equitable, stable and predictable;

Funding must take into account this is a regional function;

ILA must provide stability, predictability, transparency and equity of funding;-

The BCCCC considered of three potential funding options: (a) Municipal Services Taxing Unit, (MSTU) millage set by Broward County Commission and dedicated to communications only; (b) Service agreement predicated upon usage, population, taxable value, or some combination of those three; (3) County funding through Ad Valorem.

After consideration by the full BCCCC of the funding history and options, there was broad consensus that Broward County should maintain not less than the current dollar funding level in the new consolidated organization in the immediate future (during the transition period of approximately three years) and the County's funding in future years should be in the same proportion as its initial funding in the consolidated organization, disregarding transition costs. Additionally, the gap in funding between that level of county funding and the total operational costs of the consolidated model should be funding via ad valorem through a Municipal Services Taxing Unit ("MSTU").²⁸

²⁸ This recommendation is based upon the current information available to the Committee, does not represent the recommendation of individual committee members on behalf of their respective municipalities or agencies, and necessarily leaves the decision to adopt this recommendation to the prerogative of the individual municipalities.

PHASE III: Next Steps for Developing a Regional and Cooperative Consolidated E-911 Communications System

1. Sunset the Broward County Consolidation Communications Committee.

Because the Committee has achieved as much as could be developed without professional evaluation of structures and sites, development of expert transition teams, legal assistance in the development of ILAs/agreements, the BCCCC should be terminated or “sunset.”

2. Establish the “Broward County Consolidated Communications Implementation Board”

The BCCCIB could be formed through the development of a standard Memorandum of Understanding (“MOU”) for rights and obligations of participating municipalities during the implementation process, without a commitment to participate in the final work product until the development of final inter-local agreements.

Membership of the Implementation Board should be comprised of City Managers/Administrators from all interested municipalities, the County Administrator (or designee), the Sheriff (or designee), a representative from the Broward County Chiefs of Police Association, and a representative from the Fire Chiefs Association of Broward County.

The meetings of this Implementation Board must be governed by open-meeting and “sunshine law” principles.

This Implementation Board must be funded to provide for expert and professional evaluation of potential sites for dispatch centers, development of procedures and standards to achieve highest possible level of performance, preparation for necessary staffing, development of standard agreements or inter-local agreements, development of proposed budgets and creation of a stable, predictable and equitable funding stream.

The new group, BCCCIB, would be responsible to:

Governance

Draft a Charter, Operating Bylaws and an acceptable “inter-local” agreement (for the County and participating municipalities) for the final entity – potentially known as Broward Regional Communications System (BRCS);

Recommend best practices for selection of Governing Board members;

Define, assess and rank the alternative governance structures from the final BCCCC report.

Funding

Determine budget impact on municipalities, Broward County and BSO;

Determine tax burden on residents within Broward County;

Determine timeline and required actions for implementation of a MSTU;

Anticipate initial needs to occur in the FY 2012/2013 and identify start-up/transition budgets.

Operations

Determine the administrative and technical requirements for implementation of BRCS. Contrast how these differ from the anticipated ongoing operation needs;

Establish standards and metrics which achieve the highest level of performance and service;

Evaluate and rank proposed E-911 center locations;

Review must include engineering and technical analysis of the buildings and infrastructure needs, with any deficits and mitigation costs clearly defined;

To the degree specific resources are needed, actively participate with Broward County/BSO in the selection of key contractors/personnel needed for implementation.

The Broward County Consolidated Communications Implementation Board shall anticipate the following timeframes and external reviews:

BCCCIB's time horizon exists from approval of the Broward County Commission for implementation activities until Sept 30, 2013;

Funding for initial 'seed' activities must be identified in time for inclusion within the County's FY2012/2013 budget;

If an MSTU is the appropriate funding mechanism, drafting of ordinance and ILAs related to participation must be completed in order to allow creation of the MSTU for the FY2013/2014 budget;

Full implementation for regional communications could begin October 2013 – some phasing is anticipated during the first year – subject to adoption by individual agencies and municipalities and the County.

Fact Sheet

&

FAQ's

Broward County Consolidated Communications Committee Fact Sheet

- In 2002 Broward County residents overwhelmingly voted to amend the Broward County Charter to provide for the establishment and funding of a communications infrastructure for fire and emergency medical services to facilitate closest unit response for life threatening emergencies. (*Broward County Charter Section 5.03(A)*)
- Significant changes and advances in technology (including the expansion of cell-phone use for 9-1-1 communications), the growth of Broward County, and the economic downturn resulted in the police, fire and city management professionals to call for an exploration of issues beyond simply development of communications infrastructure set forth in the amended charter language.
- A major challenge for Broward County E-911 communications centers are “misdirected” calls. “Misdirected” calls are those cell phone 911 calls routed by cell phone towers to a dispatch center other than one that can actually dispatch emergency units. Managers agree this occurs frequently and represent a substantial number of calls countywide; two centers reported misdirected calls represent 5% and 10%, respectively, of total call volume. As a result, there is a time delay associated with the gathering of information and then subsequent transfer to the dispatch center that can provide assistance. Strong consensus that a cooperative consolidation of E-911 communications, adherent to the principles and consensus points developed herein, would reduce significantly such routing problems, and thereby substantially improve public safety.
- The Public Safety Committee of Broward County League of Cities, The Fire Chiefs Association of Broward County, the Broward County Chiefs of Police Association, The Fire-Rescue Services Council, The Broward City/County Management Association and the Board of Directors of the Broward League of Cities all overwhelmingly adopted and supported a resolution calling for an implementation process for cooperative consolidation of E-911 communications and dispatch.
- The goals are to improve service and safety for residents and emergency personnel, establish consistent performance metrics for all residents, eliminate delay in transfer of emergency calls, employ the best technology available to expedite emergency response, and facilitate closest unit response. Additionally, there may be an ability to conserve resources by reducing the number of dispatch centers, thus reducing the financial burden on taxpayers.
- The Broward County Consolidated Communications Committee was created and tasked with developing a plan for the cooperative consolidation of 911 and dispatch within Broward County. The committee consists of representatives from Fire Chiefs, Police Chiefs, City Managers, elected officials through the Broward League of Cities, and the Board of County Commissioners.
- The process was designed to be inclusive of all stakeholders and viewpoints, including labor union and technical support staff.

- BCCCC meetings are governed by the rules of open government, with supporting data and documentation available on-line for public review. The Committee/Sub-Committees have collectively held 24 meetings, with over 300 Committee-person hours of analysis, discussions and deliberation during Committee meetings alone.
- The Consolidated Communications Committee created (3) three sub-committees:
 - Governance: Examine issues related to the governance structure of consolidated dispatch.
 - Funding: Develop a funding mechanism predicated upon a fair and stable approach to funding.
 - Operations: Develop a consolidated operations model for consideration.
- The full Consolidated Communications Committee took recommendations from the three (3) sub-committees. The BCCCC issued a final report for consideration by the Broward League of Cities and the Broward County Commission. In summary:
 - Governance: After reviewing hundreds of pages of studies and reports from other communication consolidation models around the country, and with due consideration to the historical context in Broward County, four potential governance models were developed and considered. The principles of any model must include representative governance by the participating agencies, a professional management structure with uniform metrics, transparency of reporting for metrics and funding, and direct responsibility over an Executive Director by the governing board for any proposed regional model. While it was believed an independent district would be most desirable, such a model was not deemed likely due to legislative impediments. Therefore, the BCCCC recommended for further consideration one of two models – (a) a regional model where the Board of Directors would have hire/fire authority over the Executive Director through the Broward Sheriff operations; or (b) a similar model operated through Broward County Government.
 - Funding: The BCCCC accumulated cost data for dispatch communications county-wide. Thereafter, the Subcommittee identified three potential funding options, with the fundamental principles of fairness and future stability of funding paramount:
 - Municipal Services Taxing Unit (“MSTU”), millage set by the Broward County Commission and dedicated to E-911 and associated communications only.
 - Service agreement predicated upon usage, population, taxable value, or some combination of those three.
 - County funding through Ad Valorem
 After consideration by the full BCCCC of the funding history and options, there was broad consensus that Broward County should maintain not less than the current dollar funding level in the new consolidated organization in the immediate future (during the transition period of approximately three years) and the County’s funding in future years should be in the same proportion as its initial funding in the consolidated organization, disregarding transition costs. Additionally, the gap in funding between that level of county funding and the total operational costs of the consolidated model should be funding via ad valorem through a Municipal Services Taxing Unit (“MSTU”).¹

¹ This recommendation is based upon the current information available to the Committee, does not represent the recommendation of individual committee members on behalf of their respective municipalities or agencies, and necessarily leaves the decision to adopt this recommendation to the prerogative of the individual municipalities.

- Operations: The BCCCC reviewed a large volume of data from regional communication consolidation models developed around the country, including case studies, individual reports, and guidelines issued by governing and certifying bodies. Thereafter, the Subcommittee developed a PSAP operational survey and took presentations from all the PSAPs, with the exception of City of Plantation, who chose not to provide any information. Based upon criteria adopted by the overwhelming majority of the Operations Sub-committee (including hurricane rating; flood plain; year built; diversity of power, telecom, and data resources; existing and available future capacity; proximity to the coast and parking (minor consideration)), the Operations Subcommittee has presently excluded Ft. Lauderdale, Margate, and Pompano from further consideration as regional sites. Plantation was also excluded from further consideration due to a lack of data provided to the Subcommittee.

The Operations Subcommittee agreed that the technology exists to house all communications in a single site, but such would not be desirable due to environmental concerns and no single site presently exists to meet the needs listed herein. Additionally, there was agreement by the professionals that dispatch services in this day and age are and can be handled for municipalities without communications being physically housed within the particular municipality.

Therefore, a three centers model was presented by Broward County Communications Technology Division for consideration, based upon the current “flee-to” capacity, which could absorb expected personnel and were technologically designed to meet the criteria. The model structure is flexible based on the actual final site recommendations by the committee, understanding expansion beyond the three sites may require significant evaluation and capital funding.

- Next steps: The BCCCC concluded the next steps should include the development of a Broward County Consolidated Communication Implementation Board, funded and tasked with the implementation of a cooperative E-911 consolidation. The Board should be comprised of City Managers/Administrators from all interested municipalities, the County Administrator (or designee), the Sheriff (or designee), a representative from the Broward County Chiefs of Police Association, and a representative from the Fire Chiefs Association of Broward County. The meetings of this Implementation Board must be governed by open-meeting and “sunshine law” principles.
- **If approved, the initial stages for implementation could begin during the next fiscal year (October 2012), with full implementation requiring additional time to develop of model agreements, performance standards, planned parallel redundant operations, and acceptance by the participating municipalities.**

Meeting notices, agendas, minutes, and other information are maintained on the Fire Chiefs Association of Broward County web site: http://www.fcabc.com/Comm_BCCC.php

Broward County Consolidated Communications Committee Frequently Asked Questions

Why was there a need to consider consolidation of Emergency 911 (“E-911) communications?

In 2002, the voters of Broward County voted overwhelmingly to change the Broward County Charter to provide for a communications infrastructure for fire and emergency medical services that would facilitate closest unit response for life threatening emergencies. At that time, there were 13 dispatch centers (also referred to as Public Safety Answering Points, or “PSAPs”) throughout the county.

Significant changes and advances in technology (including the expansion of cell phone use for 9-1-1 communications), the growth of Broward County, and the economic downturn resulted in the police, fire and city management professionals to call for an exploration of issues beyond simply development of communications infrastructure set forth in the amended charter language.

In 2011, the Public Safety Committee of Broward County League of Cities, The Fire Chief’s Association of Broward County, the Broward County Chiefs of Police Association, The Fire-Rescue Services Council, The Broward City/County Managers Association and the Board of Directors of the Broward League of Cities all overwhelmingly adopted and supported a resolution calling for an implementation process for cooperative consolidation of E-911 communications and dispatch.

Is the expansion of use of cell-phone communications for 911 calls an important consideration in whether or not to consolidate E-911 Communications in Broward County?

Yes, a major challenge for Broward County E-911 communications centers are “misdirected” calls. “Misdirected” calls are those cell phone 911 calls routed by cell phone towers to a dispatch center other than one that can actually dispatch emergency units. Managers agree this occurs frequently and represent a substantial number of calls countywide; two centers reported misdirected calls represent 5% and 10%, respectively, of total call volume. As a result, there is a time delay associated with the gathering of information and then subsequent transfer to dispatch center that can provide assistance. Strong consensus was that a cooperative consolidation of E-911 communications, adherent to the principles and consensus points developed herein, would reduce significantly such routing problems, and thereby substantially improve public safety.

What are the goals of a cooperative consolidation of communications?

The overall goals of a consolidation of E-911 communications are to improve service and safety for residents and emergency personnel, establish consistent performance metrics for all residents, eliminate delay in transfer of emergency calls, employ the best technology available to expedite emergency response, and facilitate closest unit response for life threatening emergencies. In addition, it is possible such consolidation could achieve significant savings of taxpayer dollars through economies of scale and combined operations.

Why was a Consolidated Communications Committee formed?

For the past decade, as part of the obligation to implement a communications infrastructure for fire and emergency medical services, the County has been working towards achieving interoperability of communications amongst the different municipalities. A feasibility study performed in 2010 resulted in the conclusion that consolidation was not only feasible, but desirable from a public safety perspective.

Who was on the BCCCC who issued the final report?

The full Committee had 22 members representing Police Chiefs, Fire Chiefs, City Managers, 2 County Commissioners, the Fire-Rescue Services Council, the Broward League of Cities, Broward Sheriff's Office and representatives of the different types of dispatch model cities. The Committee had professional public safety representatives, city managers, and elected officials.

Why is consolidating E-911 communications important to residents?

The professionals agree, not only as part of the BCCCC but from throughout the country, the goals are to improve service and safety for residents and emergency personnel, establish consistent performance metrics for all residents, eliminate delay in transfer of emergency calls, employ the best technology available to expedite emergency response, and facilitate closest unit response. Additionally, there may be an ability to conserve resources by reducing the number of dispatch centers, thus reducing the burdens on taxpayers.

Is this expected to improve E-911 service?

Yes, one of the primary goals was to ensure that the public safety standard meet or exceed all national standards for all residents of Broward County. With the increasing popularity of cell-phones over land lines, this is critically important as the current system has a delay associated with transfer of cell phone E-911 calls. In addition, this consolidation will be one of the next steps towards developing a fire and emergency rescue closest unit response for life threatening emergencies.

Is this the first model of consolidation in the United States?

No, this is not the first model. In fact, the Committee took in published case studies and FCC reports on other successful E-911 consolidation efforts from throughout the United States, and analyzed those models. In fact, the course followed in Broward County in this consolidation effort is very similar to other successful models: desire to consider consolidation of communications; feasibility study; consolidation committee input from professionals and elected officials; and implementation board or committee efforts towards final transition.

Were there any meetings where data or information was considered?

Consolidated Communications Committee meetings were governed by the rules of open government, with supporting data and documentation available on-line for public review. The Committee and Sub-Committees held 24 meetings, with over 300 Committee-Person hours of analysis, discussions and deliberation during Committee meetings alone. Each of the sub-committees considered information and data not only focused on Broward County, but also from around the country harvested other communication consolidation models and experiences in regional communications.

Does the technology exist to be able to take calls and dispatch fire and police even if the communications center is not located in that particular city?

Yes, not only does the technology exist today, but dispatch of fire and police is presently performed in Broward County in some cases from outside the city of service. So, there is some level of consolidation already in place. There is unanimous consensus amongst the professionals that the technology does exist to dispatch the police and fire rescue services of a respective city outside that particular city. In fact, there are quite a few examples from around the United States where dispatch services are consolidated and regionalized.

How will this impact the ability to keep up with technology changes?

Our society is becoming increasingly reliant on mobile communications. Next Generation 9-1-1 (NG 9-1-1) is the concept recognizing that the current public safety communications systems are not capable of handling text, data, images and video which is becoming increasingly common in personal communications. As a result, there are efforts by the United States Department of Transportation to facilitate such technology and communications nationwide. Minimizing significant capital, implementation, and upgrade costs, as well as ensuring consistent unified approaches in the region, depend on consolidation of the underlying E-911 communications.

Where will the communications centers be located?

The Committee was not tasked with choosing the specific centers. Choosing centers will take into many considerations based upon professional and expert analysis, including but not limited to hurricane strength of a building, redundancy of power and data, availability of space to absorb the personnel and infrastructure. However, there was consensus reached that this consolidation could be achieved from the 11 centers in 2010 to 3 centers when consolidation is complete.

The report recommends 3 centers. What if one of the centers is knocked out by a storm?

Since 2008, the County has been working to develop “flee-to” sites. These are hardened communications centers which could be used by other communications centers in the event of a major storm, whether wind or rain. Importantly, the Committee received a report that the current “flee-to” sites are able to handle the full call load for the entire county once staffed. Furthermore, if one of the 3 sites is inoperable for any reason, the other 2 sites would have capacity to continue the call load.

Will any dispatchers or call-takers be laid off?

E-911 communications has some of the highest levels of personnel turn-over and attrition. As a result, other consolidation models from around the country predicted there would be no lay offs. Possible savings from personnel developed through consolidations should in all likelihood be handled through attrition. However, the goal was not to reduce personnel forces, but rather to ensure the same highest level of E-911 performance for all residents, visitors, and businesses throughout the County.

How would consolidation of communications be funded?

There are a number of options. Presently, all taxpaying residents contribute to E-911 Communications through their ad valorem taxes paid to Broward County. Additionally, some cities pay extra through contract with a contract provider or for their own dispatch centers. The Committee considered 3 potential options for funding: Municipal Services Taxing Unit (“MSTU”) (which will serve to identify and protect the funding source for the participating entities); Fee for Service from each city (based on any one of a number of service or population based formulas); ad valorem through the County.

After consideration by the full BCCCC of the funding history and options, there was broad consensus that Broward County should maintain not less than the current dollar funding level in the new consolidated organization in the immediate future (during the transition period of approximately three years) and the County’s funding in future years should be in the same proportion as its initial funding in the consolidated organization, disregarding transition costs. Additionally, the gap in funding between that level of county funding and the total operational costs of the consolidated model should be funding via ad valorem through a Municipal Services Taxing Unit (“MSTU”)¹.

¹ This recommendation is based upon the current information available to the Committee, does not represent the recommendation of individual committee members on behalf of their respective municipalities or agencies, and necessarily leaves the decision to adopt this recommendation to the prerogative of the individual municipalities.

What if I am happy with our service in our City?

Like many other models of cooperative consolidation of E-911 Communications from throughout the United States, the proposed model assumes that each City will make their own decision. However, like all other models from around the country, achieving the highest level of service is the goal; in some cases, that may mean reduced errors and delays. Therefore, for all residents, the purpose is to provide the best and highest quality public safety performance.

Will there be any cost savings?

There is a strong potential for cost savings long term. In fact, it is estimated that the costs savings overall could be 20% of the operational costs county-wide, plus the enormous savings on capital and maintenance costs as technology is upgraded regularly.

However, the primary goal and motivation of this process was to improve safety and ensure highest quality performance of E-911 dispatch for all residents and public safety personnel no matter where you are in the County when you need help.

When will the recommended consolidation of E-911 communications occur?

The process for implementation requires significant expert and collective deliberation. There are many technical factors which must be considered and tested. Agreements on providing stable and equitable funding and representative governance of participating municipalities must be drafted and considered. Even once final, the actual transition of sites would require parallel operations. Therefore, this is expected to be a multi-year process. However, the transition steps could begin in the coming fiscal year.

What are the next steps?

The Committee recommended that the County Commission establish a Consolidated Communications Implementation Board, with funding to provide for the hiring of an executive director to oversee the process of implementation, the retention of necessary experts to ensure technical and structural integrity of the planned consolidation, and with full representation of all cities who want to participate in the next step of consolidation. This Implementation Board comprised of City Managers/Administrators from all interested municipalities, the County Administrator (or designee), the Sheriff (or designee), a representative from the Broward County Chiefs of Police Association, and a representative from the Fire Chiefs Association of Broward County. The meetings of this Implementation Board must be governed by open-meeting and "sunshine law" principles.

Where can I go to see the minutes and the information generated by the BCCCC and Sub-Committees?

Meeting notices, agendas, minutes, and other information are maintained on the Fire Chiefs Association of Broward County web site:

http://www.fcabc.com/Comm_BCCC.php

**Broward PSAP
Consolidation
Feasibility
Report**

**BROWARD COUNTY, FLORIDA
PUBLIC SAFETY ANSWERING POINTS (PSAPs)
CONSOLIDATION FEASIBILITY ANALYSIS**

OCTOBER 21ST, 2010

Provided to:

Broward City/County Management Association (BCCMA)



Presented by:

Communications Technology Division (CTD)

ABSTRACT: Evaluation on improved effectiveness and efficiencies provided from a more coordinated system of 911 dispatch operations.

The Broward City County Management Association (BCCMA) sought an evaluation on improved effectiveness and efficiencies from a more coordinated system of 911 dispatch operations. The County currently has 12 Public Safety Answering Points (PSAPs) that provide 911 services to all residents and visitors. The total annual operating cost of the existing system is approximately \$50 million. The analysis modeled a consolidated system that would operate three interconnected dispatch centers under the administrative control of a single entity.

The analysis shows significant improvements in effectiveness and efficiencies are possible. Savings of approximately 20% in staffing alone could save taxpayers an estimated \$7.7 million per year.

Properly configured and managed, a consolidated dispatch system for all law enforcement, fire, and EMS agencies could provide; 1) improved closest unit response independent agency affiliation for high-priority incidents, 2) improved safety for emergency responders, 3) minimize the need for 911 call transfers, and 4) more efficient and cost-effective implementation of new technologies.

Broward County governmental entities should undertake steps to develop a consolidated 911 system. Immediate efforts should be directed towards defining the governance and financing for such a system.

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1.0 EXECUTIVE SUMMARY

1.1 PROJECT OVERVIEW

In May 2010, Broward County Administrator Bertha Henry, through a letter to the Mayor and Board of County Commissioners, communicated that:

“Given the fact that the County can no longer afford to assume the costs of dispatch services for additional cities, the County has only two (2) choices:

Option 1 – Charge all entities which elect to be dispatched by BSO; or

Option 2 – Work to develop a more efficient dispatch system for emergency calls, which could include, but not be limited to, a consolidation of centers, pro rata assessments based on call volume, etc.”

(See **Appendix 1** for the entire letter.)

The County Administrator also communicated this status to the Broward City/County Management Association (BCCMA), and encouraged the group to analyze the issue and develop a new operations model. In response, the city managers created a task force, the BCCMA Dispatch Committee, to further study this issue.

The BCCMA Dispatch Committee requested a high level presentation be provided to describe the current situation of dispatch operations in Broward County.

On June 24, 2010, BSO-Communication Technology Division presented the current landscape of the E9-1-1 System in Broward County to the BCCMA Dispatch Committee. This presentation included information about the current Broward County PSAP structure, operational and cost statistics, employee cost per call information, equipment utilization information, and current PSAP performance metrics. The current County PSAP structure, and the preliminary findings presented are summarized:

Today, Broward County (County) is served by twelve Public Safety Answering Points (PSAPs); ten (10) primary and two (2) secondary, in a model where one or more municipalities are served by each PSAP. The County also has one backup PSAP. The review of the PSAPs demonstrated that there is evidence to suggest that a consolidation of services into two to four consolidated county-wide PSAPs could potentially bring a number of benefits including:

- Operational cost savings as a result of greater economies of scale.
- Improved E911 call handling.
- Improved interoperability among participating agencies

However, the benefits must be weighed against the perceived loss of control for participating municipalities and agencies. To that end, it is important that participating municipalities and agencies cooperatively engage in the evaluation of consolidation and the subsequent coordination and preparation of unified operating procedures and policies.

Prior to committing to a recommendation towards advancing consolidation, the BCCMA Dispatch Committee requested CTD perform a Consolidation Feasibility analysis to assess potential benefits of consolidation, to uncover and better understand any possible pitfalls in the consolidation process, as well as to identify potential governance alternatives for optimized performance.

CTD has identified a structured approach that provides for the requested feasibility analysis and outlines the subsequent steps to be taken if the BCCMA decides to move forward with consolidation. The results of the analysis indicate that a number of benefits, including operational and financial, can be achieved through consolidation of PSAPs into two to four centers across the County.

This report describes the result of the Feasibility Analysis.

1.2 REPORT SCOPE

This report presents a high-level description of operational, organizational, and logistical E9-1-1 call handling and dispatch communications requirements for a consolidated model of PSAP operations. This report identifies potential benefits of such consolidation as well as potential drawbacks.

The findings of this report represent advantages of one possible alternative for consolidating communications operations within the County. The alternative proposes leveraging available space in suitable existing, or near-term planned PSAP facilities which are of sufficient size and structural strength to function as consolidated centers. Preliminary discussions with several Municipalities who have suitable existing or soon to be completed facilities have taken place. These Municipalities have agreed in concept to make space available to CTD to be used for the purposes of serving as emergency flee-to facilities in the current environment. These existing or near-term planned PSAP facilities are not of size and capacity to house the required number of fully equipped console positions in a single countywide consolidated PSAP, however they can be collectively used to accommodate the required number of positions to establish a three (3) PSAP consolidated model. By leveraging available space, this alternative avoids significant capital costs that would otherwise be required for land acquisition, design, facility re-tooling, large scale renovation, and/or construction.

1.3 STAFFING ANALYSIS

Public safety communications centers require a high Grade of Service (GOS) to serve the public's needs to answer E9-1-1 calls and dispatch response units. The number of call taker answering positions required to answer and handle 9-1-1 calls is determined by call volume, average call processing time, and the required grade of service. Grade Of Service is defined as the probability of a caller having to wait more than a certain length of time before a call taker answers the call. Florida statutes refer to the state E911 Plan, in which Technical Standard Part 1(D) requires that the probability of a caller having to wait more than 10 seconds be less than 10 percent. Conversely, 90 percent of all the callers will have their calls answered in 10 seconds or less during the average busy hour. For this report, each PSAP provided annual 911 and non-911 call data, and CTD, along with PSAP management assistance and participation, utilized the Association of Public-Safety Communications Officials (APCO) Project RETAINS to define the minimum staffing requirements that provide a 90 percent of calls answered within 10 seconds. APCO's Project RETAINS is a nationally recognized program and tool developed to assist public safety communication centers with staffing issues. The program tools are designed to assist communication center managers, human resource and budget personnel, and local elected officials in addressing the challenges associated with hiring and retaining qualified personnel for the critical positions required in a PSAP. Project RETAINS utilizes formulas and provides processes that estimate staffing needs by looking at factors such as the available hours employees can work, turnover rates, coverage hours, call volume, and call processing time.

1.4 TECHNICAL SYSTEMS CONSIDERATIONS

A primary systems impact is the Computer Aided Dispatch (CAD) system. In a consolidated PSAP model, a single “multi-agency, multi-jurisdictional” CAD system is required to handle dispatch functions and track resources for all user agencies. This CAD system must be capable of handling the unique dispatch requirements for Sheriff, Police, Fire, and EMS operations utilizing individual software modules specifically designed for each type of agency.

As a result of the Broward County 2002 Charter, the County implemented a county-wide CAD platform which is available to all Municipalities for their use. The majority of PSAPs in the County are taking advantage of the shared CAD platform. The CAD system is scalable and could be used in a consolidated configuration. Combining all the agency users, units, and jurisdictional response policies into this system would require some system reconfiguration.

In addition, the CAD system must have interfaces back into all of the users’ existing Fire and Law Records Management Systems (RMS). These interfaces will be required to “download” completed CAD incident records into the individual jurisdictional records systems

1.5 PHYSICAL FACILITIES

To house and protect PSAP personnel and associated technology, appropriately hardened facilities are needed. The current Broward County PSAPs are not all appropriately hardened facilities. Three out of Broward County’s four highest call volume PSAPs are Category 2 facilities. Under the alternative presented in this report, the three (3) county-wide consolidated PSAPs would be Category 5 facilities, and would collectively house the number of equipped console positions required to perform the work currently carried out in the twelve (12) production PSAPs throughout Broward County.

1.6 BUDGETARY CONSIDERATIONS

In FY08/09, the cost per 911 call for Broward County PSAPs was greater than that of the benchmark for large counties in the state. (See **Appendix 6** - State of Florida Counties Costs per 9-1-1 Call.) Collectively, annual O&M expenditures for the thirteen (13) Broward County PSAPs is over \$50 million. A review of Broward County PSAP O&M expenditures revealed the largest contributing category is Salaries and Benefits, making up approximately 85% of the total, which focused the feasibility analysis on Salary and Benefit costs. (See **Appendix 7** – Current PSAP O&M Expenditures.)

The existing Broward County PSAPs were interviewed to assess current staffing levels, which was used as a benchmark to compare against staffing requirements in a consolidated PSAP model. The focus was on front line staffing. Comparing the total staffing levels for the current environment with the requirements of a consolidated three PSAP model demonstrates that a 20% reduction of Full Time Equivalent employees (FTEs) in the consolidated model is achievable. This represents an estimated annual savings of over \$7 million. (See Table 1-1 below.) The front line staffing budgetary considerations are discussed in further detail in Section 4.4.1.

Table 1-1 Comparing Current Staffing with
3 PSAP Consolidated Scenario

3 PSAP Consolidated Scenario Assumptions			
Total Call Volume:	4,238,013	(911 and non-911 calls)	
Average Processing Time:	2.5 min./call		
	Current Staffing	3 Consolidated PSAPs	Difference
Call Takers and Dispatchers	555	442	(113)
The requirement for a 3 PSAP Consolidated scenario requires fewer FTEs, representing a 20% reduction in FTE, at an estimated annual savings of \$7,779,118.			

Adding to the estimated benefits to operating expenses, consolidation also leads to benefits for required future capital outlays for E-911 technology. The inevitable requirement to migrate to Next Generation E-911 technology will be less costly in the consolidated model as compared to the cost for the migration of the current 13 PSAPs.

1.7 OTHER CONSIDERATIONS

Independent of the information collected and analyzed for this report, there are a number of recommendations from other sources with respect to PSAP dispatching considerations. One example is a finding defined in an August 2009 report titled *Florida 911: The State of Emergency*, an independent analysis conducted by: Tartaglione & Associates, Consultants. In the Findings and Recommendations section of the report, one of the findings (Finding 3) was:

“Florida's 911 calls are answered in 258 call centers, all with their own standards for training, protocol and equipment. Florida recommends, but does not mandate, training for 911 call takers. As a result, centers do not necessarily employ industry best practices and standards, and Floridians receive uneven levels of service.”

The primary recommendation related to this finding was mandated minimum standards for training. In 2010, Florida legislative action made Call Taker/Dispatcher training and certification a mandate. The secondary recommendation (Recommendation 3b) for this finding was:

“Explore call center consolidation to reduce the number of call centers, and thus reduce redundancies, reduce call transfers and increase consistency, in equipment and protocol.”

Another benefit of consolidating PSAPs is the increased access to and eligibility for grant monies. Many current and anticipated funding opportunities are based on interoperability, data sharing and

multi-agency center needs as opposed to single entity, stand-alone centers. The opportunities are aimed at providing funding and support to consolidate and reduce single entity centers and interconnect services that allow for the interoperability necessary to support communications of all types at all levels. An example of this is revealed when reviewing the funding priorities defined in the 2010 Florida E911 State Grant Program. County requests for the purposes of consolidating E911 PSAPs ranks a Priority 3, and is only preceded in priority by systems requiring immediate replacement to maintain continued operations.

Another independent source in support of consolidation was a report entitled “Saving Lives, Increasing Value: Opportunities and Strategies for Consolidating New Jersey’s 9-1-1 Emergency Services,” produced under a contract from the State of New Jersey Office of Emergency Telecommunications Services to the John J. Heldrich Center for Workforce Development at Rutgers, The State University of New Jersey. The report states that consolidated call centers are likely to have more qualified, trained staff on duty and to provide more training opportunities for staff. The result is that there are “clear economies of scale in the cost of handling 9-1-1 calls.”

These points all reflect a trend in dispatching toward consolidation of resources for efficiency and effectiveness of operations.

1.8 ADMINISTRATIVE STRUCTURE

The success of any PSAP consolidation begins with the development of an appropriate governance structure. The ability of all affected stakeholders to have input to the consolidation process and, where appropriate, into the operational and administrative oversight of the resulting organization is vital to the success.

In the proposed consolidated three (3) PSAP model, a single responsible administrative body should be installed to manage the operation. This administrative organization should direct, manage, and guide the three county-wide consolidated PSAPs as one functional group, and be augmented by operational and policy oversight from an administrative board and discipline-specific work groups that include representation from all affected stakeholders.

1.9 FINDINGS

Listed below are the findings that CTD feels the BCCMA should consider if they decide to further pursue the option of developing a more efficient dispatch system for emergency calls,

A. 9-1-1 Dispatch operations for all Broward County Police, Fire, EMS, Sheriff agencies should be fully consolidated into three PSAPs. The following are arguments in support of a three PSAP consolidated configuration:

- **Improved Citizen/Officer Safety.** An integrated consolidated dispatch configuration would better facilitate closest unit response to incidents that are independent of agency affiliation. This will minimize response times and increase the overall efficiency of all public safety agencies within the County.
- **Minimized 9-1-1 Call Transfers.** All 9-1-1 calls would be answered by one of three common groups of call takers in our proposed consolidated operation, to be direct dispatched from the answering PSAP. This would eliminate most transfers that exist in the current configuration (and their associated potential life threatening delays).

- **Cost Savings.** Consolidation could reduce the required quantity of telecommunicator personnel by up to 20 percent as compared to current staffing levels, thus, saving the taxpayers and estimated \$7,721,968/year in telecommunicator salaries and benefits. The savings in staff do not include the savings that would be achieved by minimizing management staff (an assessment of current versus required management positions in a consolidated model was not conducted in this phase of the analysis). A reduction in required management positions will further reduce staffing costs. Other reductions may be realized in technical support personnel but are not quantified in this report.

Consolidating dispatch is also expected to reduce facilities costs (i.e., building maintenance, emergency power equipment, etc.) since an overall reduction in PSAP facilities would be achieved.

- **Efficient, cost effective migration to new technologies.** Consolidation also leads to benefits for required future capital outlays for E9-1-1 technology. The inevitable requirement to migrate to Next Generation 9-1-1 technology will be less costly in the consolidated model compared to the cost for the migration of the current 13 PSAPs.

B. Install a Single Management Body for the Consolidated PSAP Model. The following are arguments in support of single-body management:

- Policies, salaries, and benefits would be uniform for all call takers, dispatchers, and supervisors.
- Single person/department responsible for center performance.
- A single administrative and support services function serving countywide needs facilitates cost efficiencies by avoiding administrative and support redundancies.

C. In a three PSAP consolidated configuration, PSAPs should be geographically dispersed. In the event of a PSAP system failure or evacuation, the other two PSAPs in the County can backup call taking/dispatch operations and could serve as flee-to centers.

1.10 NEXT STEPS

To advance the consolidated PSAP initiative, the BCCMA must decide whether there is sufficient data to demonstrate cost savings and operational efficiencies to move forward with the next step in the process. The success of the next phase, the Planning Phase, and the tasks incorporated within will have a direct impact on the success of this initiative.

- Planning Phase:
 1. Form Planning Task Team
 2. Site Selection
 3. Governance Model Formulation
 4. Determine Funding / Cost Allocation Formula
 5. Develop Organizational Structure
 6. Identify Human Resources Requirements
 7. Identify Performance Metrics

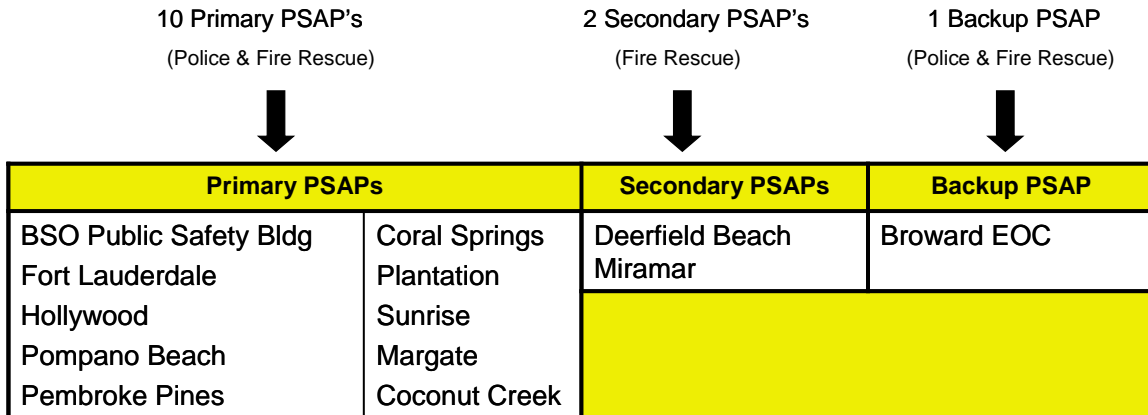
8. Identify Municipality Participants / Non-participants
9. Establish Implementation and Transition Objectives

2.0 CURRENT ENVIRONMENT

2.1 CURRENT BROWARD COUNTY PSAP STRUCTURE

Broward County currently handles 9-1-1 calls from 13 PSAPs located across the county. Figure 2-1 illustrates.

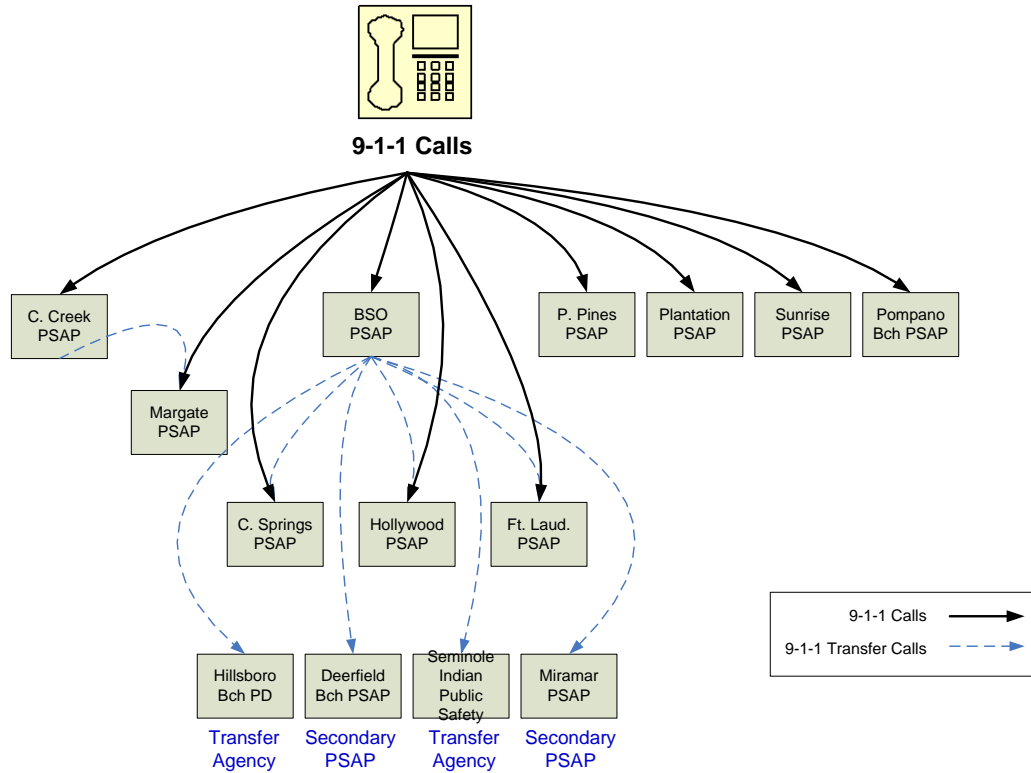
Figure 2-1 Current Broward County PSAP Structure



2.2 9-1-1 CALL FLOW

In the current structure, when a person calls 9-1-1 in Broward County, the call is routed to one of 10 Primary PSAPs, depending on where the caller is physically located when the call to 9-1-1 is made. Once the call is answered in the Primary PSAP, the caller may be handled and direct dispatched out of the answering PSAP, or may be transferred to a Secondary PSAP. Agencies receiving transfers of both voice and data are referred to as Secondary PSAPs. The data component that is transferred with the voice in 9-1-1 call transfers to Secondary PSAPs is the Automatic Location Information (ALI). This data provides information about the location of the caller, and is interfaced directly to the Computer Aided Dispatch (CAD) System to speed the response process. Figure 2-2 illustrates how calls flow through the Broward County PSAPs.

Figure 2-2 Broward County 9-1-1 Call Flow Diagram



Transfer calls contain added potential for a failure in the processing and handling of a 9-1-1 call as they introduce the possibility of the call being dropped in the process of transferring the call from one PSAP to another PSAP. Also, the response time of the call transfer method is greater than the direct dispatch method because the caller must talk to an additional person. For this reason, it is recommended that call transfers are minimized in the design of a 9-1-1 system. Direct dispatch is the preferred method of handling 9-1-1 calls in order that response time can be minimized to the greatest extent possible.

2.3 DISPATCH OPERATIONS

Dispatch services to the various public safety agencies throughout the County are provided by twelve (12) PSAPS. Each PSAP typically provides dispatch services to its own Police Department (PD), Fire Department (FD), and/or Emergency Medical Services (EMS) agencies. Other public safety agencies

contract dispatch services from the Sheriff’s Office, or one of the other PSAPs. Table 2-3 is a listing of PSAPs and the agencies they provide dispatch services to.

Table 2-3 PSAPs and Dispatched Agencies

PSB PSAP	Ft. Laud PSAP	Hollywood PSAP	Pompano Beach PSAP	P. Pines PSAP	Coral Springs PSAP	Plantation PSAP	Sunrise PSAP	Margate PSAP	Coconut Creek PSAP	Deerfield Beach PSAP	Miramar PSAP
PD/ FD/EMS: Cooper City Davie Hallandale LBTS Laud. Lakes Lauderhill Lighthouse Pt N Laudrdale Oakland Park Pemb Park Port Everglds Sea Rch Lks SW Ranches Tamarac West Park Weston Unicorporated	PD/ FD/EMS: Ft. Laud. Wilton Mnr	PD/ FD/EMS: Hollywood	PD/ FD/EMS: Pompano Bch	PD/ FD/EMS: Pemb Pines	PD/ FD/EMS: C. Springs	PD/ FD/EMS: Plantation	PD/ FD/EMS: Sunrise	PD/ FD/EMS: Margate			
PD: Dania Beach Deerfield Bch Lazy Lake Miramar Parkland									PD: C. Creek		
	FD/EMS: Lazy Lake	FD/EMS: Dania Bch			FD/EMS: Parkland			FD/EMS: C. Creek		FD/EMS: Deerfield Bch Hillsboro Bch	FD/EMS: Miramar
		FD: Seminole									

2.3.1 PSAP MANAGEMENT

Every PSAP in the County is managed by a Police or Fire agency. In some cases sworn personnel (Lieutenant or Sergeant) supervise the call taker/dispatch operation, while other PSAPs’ management are non-sworn personnel.

2.3.2 DISPATCH PERSONNEL

Telecommunicators are typically cross-trained to answer calls and dispatch units. Some PSAP telecommunicators are unionized, some are not. All (sworn) PSAP supervisory personnel (Lieutenants and Sergeants) are union workers too.

2.3.3 COMMUNICATIONS TECHNOLOGY SYSTEMS

All of the PSAPs utilize Positron 9-1-1 call answering equipment. Eight of the twelve production PSAPs, and the backup PSAP have been upgraded to the newest generation of Positron’s call taking equipment, Power-911 on the VIPER platform (Voice over Internet Protocol for Emergency Response). Plans are in place to upgrade the remaining PSAPs, which currently operate on legacy Positron 9-1-1 call answering equipment.

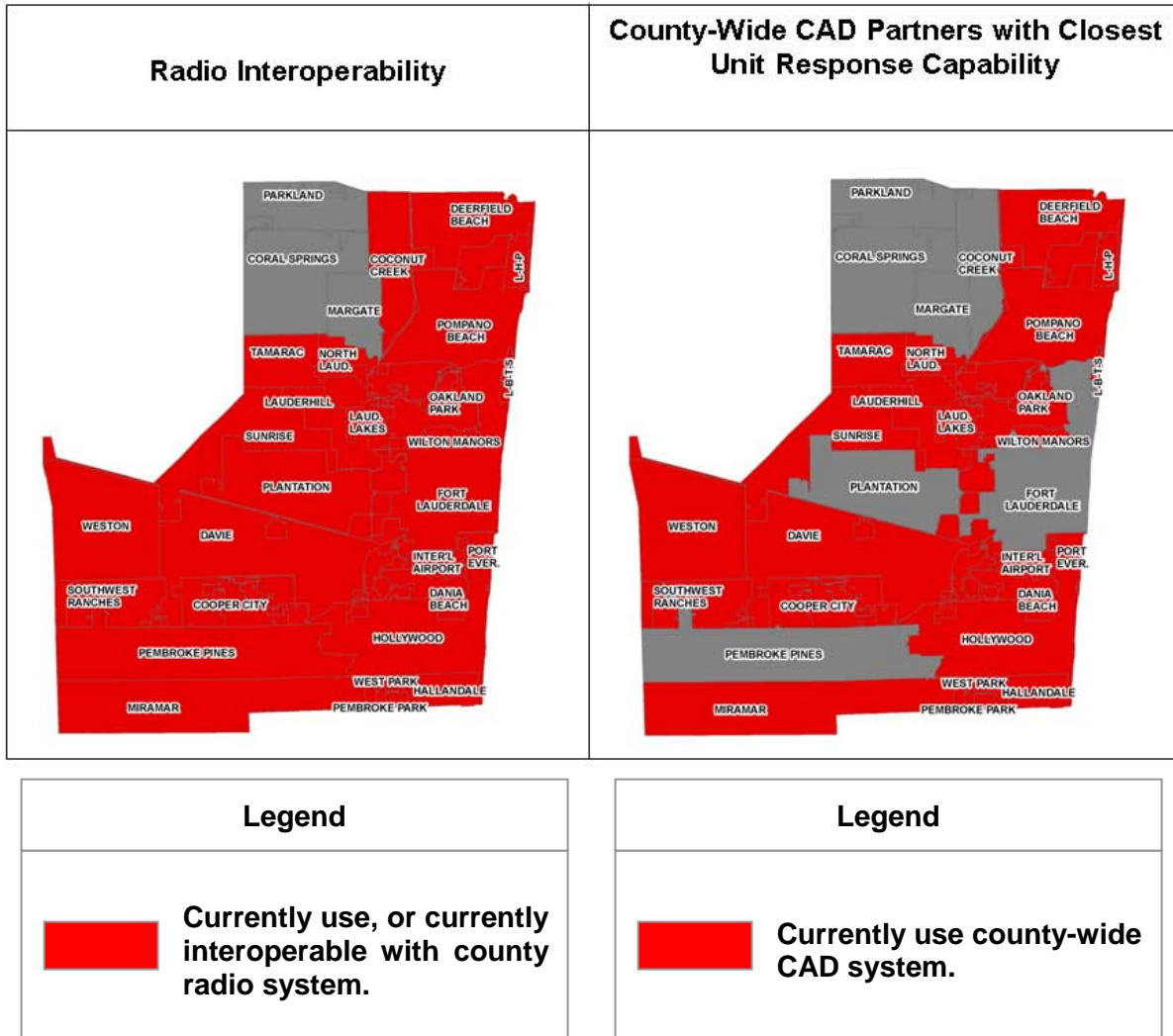
The majority of PSAPs within the County utilize the County-wide Computer Aided Dispatch software to manage/track field resources. (See Table 4-5 Current CAD Systems) The majority of PSAPs also utilize a GIS Mapping system to visually locate incidents.

Most agencies in the county either currently use county radio system, or are configured to be interoperable with the county radio system.

Figure 2-4 Broward County Radio Interoperability and CAD Partners

Technological Capability

Current Broward County Radio and CAD Interoperability



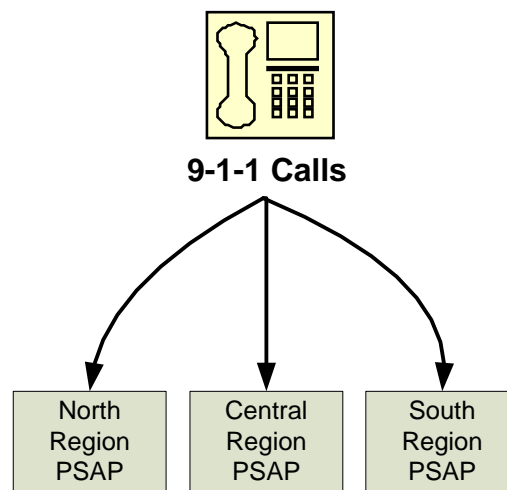
3.0 PROPOSED CONSOLIDATION OPTION

This study considers the following option for Broward County PSAPs:

3.1 THREE CONSOLIDATED PSAPs

The consolidated alternative consists of three common facilities for public safety agencies to accept and dispatch calls. Each PSAP would employ both call takers and dispatchers to answer and dispatch for all of the incoming 9-1-1 calls for the PSAP's geographical area of responsibility. Figure 3-1 illustrates call flow in a three PSAP Consolidated model.

Figure 3-1 Three Regional PSAPs



4.0 ANALYSES

4.1 STAFFING ANALYSIS

In the eyes of the citizen, the efficiency of public safety agencies is often measured by their timely response and the rapid conclusion the agency brings to reported incidents. Response to incoming calls in the emergency communications center and how they are processed often determines the timeliness of the response to calls for assistance, and sometimes whether or not the outcome is successful. Delays in the processing of emergency calls for service can often lead to criticism, especially in those incidents that have a propensity for being high public profile incidents.

In order to develop an understanding of the requirements for the PSAP alternatives presented in this report, CTD submitted data collection surveys to each of the existing PSAP within the County. PSAPs were asked to provide data that identifies their current level of annual E9-1-1 and non 9-1-1 call volumes, Calls For Service (CAD incident) data, staffing levels, the annual available hours per employee, and salary and benefits information. Where data was requested but not made available to CTD, estimates were inserted (and referenced). CTD then projected the annual E9-1-1 calls and Calls For Service for the consolidated alternative described in this report.

Table 4-1 illustrates the average number of hours an individual telecommunicator is available for duty and indicates that it requires approximately 5.8 people to staff each full-time position in a communications center on a 24/7 basis.

Table 4-1 Telecommunicator Net Available Work Hours

Net Available Work Hours per FTE		
	Hours	
(52 x 5 x 8)	2,080	Beginning FTE Annual Hours: 40 Hours per week, for 52 weeks
		Average Allowance for: Vacation, Holidays, Bonus Days, Sick
	(573)	Time, Personal Day, Training, Breaks, Lunch, and Personal Time.
	1,507	Subtotal Net Available Work Hours per FTE
FTEs Required per One Required Position		
(24 x 7 x 52)	8,736	Total Annual Hours to cover one required position
	1,507	Net Available Work Hours per FTE
(8,736 ÷ 1,507)	5.80	FTEs Required per One Required Position

Each required PSAP position requires 8,736 hours of personnel coverage (52 weeks x 7 days x 24 hours). Based on the average annual personnel availability in Table 4-1 above, each PSAP position requires almost six full time equivalent (FTE) staff (8,736 hours ÷ 1,507 hours available per year = 5.80 required FTE per PSAP position).

Table 4-2 illustrates the total number of E9-1-1 calls and dispatched incidents by PSAP.

Table 4-2 Sample Call Data for Each PSAP

PSAP	2008/09 9-1-1 Calls	2008/09 Estimated* Non 9-1-1 Calls	2008/09 Police Dispatches	2008/09 Fire/EMS Dispatches
BSO PSB	669,628	1,047,158	698,911	89,906
Ft. Lauderdale	223,511	279,958	151,586	41,648
Hollywood	137,178	270,979	202,627	24,979
Pompano Bch	113,952	238,235	113,222	23,213
Pemb. Pines	93,441	119,971	115,196	22,048
Coral Springs	66,450	177,190	176,095	19,483
Plantation	57,094	125,331	67,590	9,121
Sunrise	53,323	152,442	70,898	10,247
Margate	34,053	43,340	57,388	14,139
Coco. Creek	29,460	71,590	18,444	2,085
Deerfield Bch	11,282	19,304 ¹	n/a	
Miramar	7,596	17,895	n/a	10,935
EOC	n/a	n/a	n/a	n/a
Total	1,496,968	2,563,373	1,671,957	267,804

Figure 4-1 Dispatch Type Distribution

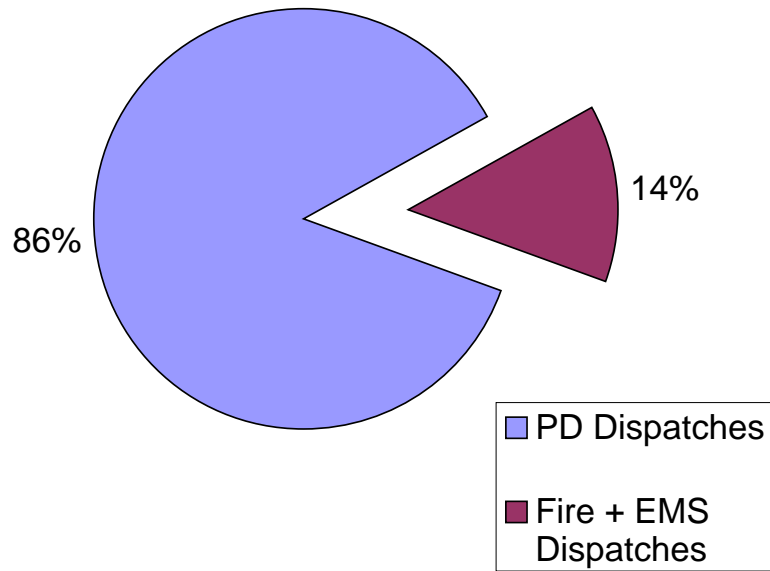
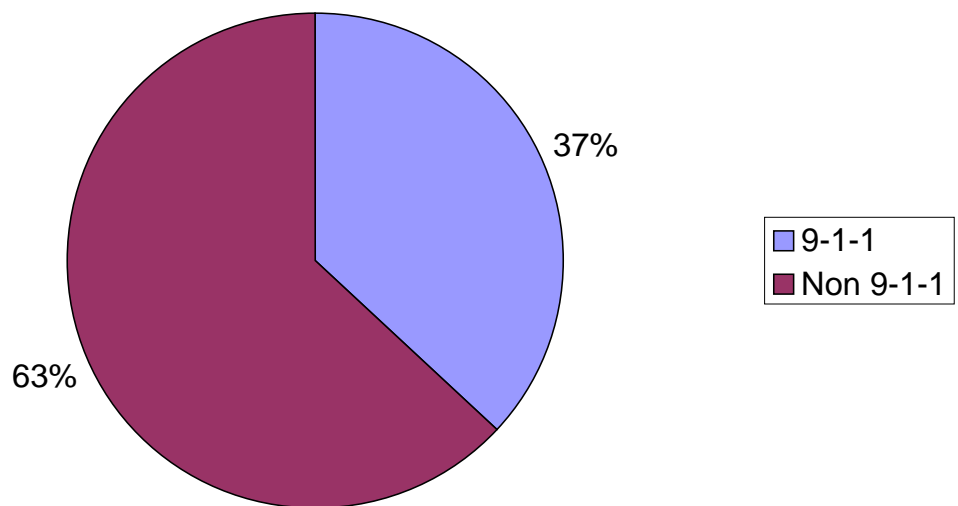


Figure 4-2 Call Type Distribution



For the purposes of this Feasibility Analysis, the assumption is that the call and incident quantities above include all calls/incidents that call takers and dispatchers handle.

To determine staffing requirements for each of the proposed consolidated PSAPs, the workload that is currently carried out in the existing 12 production PSAPs was divided up based on groups of municipality boundaries that approximate equal workload in a 3 PSAP consolidated model. In the current PSAP structure, there are calls originating from municipalities and unincorporated areas spanning across the Broward County map that are answered and dispatched out of the BSO Public Safety Building PSAP. To allocate these calls into one of the 3 PSAPs in the model, we have to determine the amount of calls that originate from each the geographical areas of responsibility for each of 3 PSAPs in the model. The reporting capability to get the data in this granular level of detail is not available. However, the number of Police, Fire, and EMS dispatches, known as Calls For Service (CFS), are available at this level of detail. Therefore, Calls For Service (CFS) were used as the basis for extrapolating the allocation percentages of call volume associated with each PSAP in the model. Call volume was allocated based on the percent allocation of Police, Fire, and EMS dispatches for each of the proposed PSAP's geographical boundary.

Public safety communications centers require a high Grade of Service (GOS) to serve the public's needs to answer E9-1-1 calls and dispatch response units. The number of call taker answering positions required to answer and handle 9-1-1 calls is determined by call volume, average call processing time, and the required grade of service. The grade of service is the probability of a caller having to wait more than a certain length of time before a call taker answers the call. Florida statutes refer to the state E911 Plan, in which Technical Standard Part 1(D) requires that the probability of a caller having to wait more than 10 seconds be less than 10 percent. Conversely, 90 percent of all the callers will have their calls answered in 10 seconds or less during the average busy hour.

CTD, along with PSAP management assistance and participation, utilized the Association of Public-Safety Communications Officials (APCO) Project RETAINS to define the minimum staffing requirements that provide a 90 percent of calls answered within 10 seconds.

4.1.1 BASELINE STAFFING

The existing PSAPs in the County are staffed as delineated in Table 4-3 below.

Table 4-3 Baseline PSAP Front Line Staffing¹

PSAP	Telecommunicator Staffing
BSO PSB	228
Ft. Lauderdale	70
Hollywood	47
Pompano Beach	41
Pembroke Pines	25
Coral Springs	29
Plantation	33
Sunrise	30
Margate	23
Coconut Creek	14
Deerfield Bch	8.25
Miramar	7
Total	555

4.1.2 THREE PSAP CONSOLIDATED ALTERNATIVE - STAFFING REQUIREMENTS

Based on the call volume allocated to each of the PSAPs in the consolidated model, the call processing time, and staff available hours data provided by the PSAPs, the APCO Project RETAINS tool yielded the following front line staffing requirements for the three PSAP Consolidated model. See Table 4-4 below.

Table 4-4 Required Front Line Staffing for a Three PSAP Consolidated Model

Required Staff	South	Central	North	Total
Call Takers	61	55	45	161
Dispatchers	100	94	87	281
Total	161	149	132	442

Analysis Assumptions:

¹ Note: All Baseline PSAP Front Line Staffing values refer to current PSAP staffing levels reported in the data collected from the PSAP management.

- Used the Association of Public-Safety Communications Officials (APCO) Project RETAINS to determine the staffing requirements.
- Number of Calls (911 + non-911): 4,238,013 (includes an allowance for outbound calls).
- Call Processing Time: 2.5 min./call (includes after call work time).
- Average Net Available Work Hours: 1,507 (This is the current average of existing PSAPs.)
- Each required position will require 5.80 Full Time Equivalent (FTE) headcount for 24x7 coverage (52 weeks/yr x 7 days/week x 24 hrs/day ÷ 1,507 hours available/year = 5.80 FTEs required per one 24x7 required position).

4.2 PHYSICAL FACILITIES

4.2.1 BASELINE PSAP FACILITIES

To house and protect PSAP personnel and associated technology, appropriately hardened facilities are needed. The current facilities that house the Broward County PSAPs are not all appropriately hardened facilities. Three out of Broward County's four highest call volume PSAPs are Category 2 facilities.

4.2.2 THREE PSAP CONSOLIDATED ALTERNATIVE - FACILITIES

Under the alternative presented in this report, it is assumed three (3) consolidated PSAPs will be Category 5 facilities, and collectively will house the number of fully equipped console positions required to perform the work currently carried out in the twelve (12) production PSAPs throughout Broward County.

There is space in suitable existing, or near-term planned Category 5 PSAP facilities which are of sufficient size and structural strength to function as consolidated centers. Preliminary discussions with several Municipalities who have suitable existing or soon to be completed facilities have taken place. These Municipalities have agreed in concept to make space available to CTD to be used for the purposes of serving as emergency flee-to facilities in the current environment. These existing or near-term planned PSAP facilities are not of size and capacity to house the required number of fully equipped console positions in a single countywide consolidated PSAP, however they can be collectively used to accommodate the required number of positions to establish a three (3) PSAP consolidated model. By leveraging available space, this alternative avoids significant capital costs that would otherwise be required for land acquisition, design, facility re-tooling, large scale renovation, and/or construction.

4.2.2.1 FACILITY SUMMARY

In the next phase, the Planning Phase, spatial and equipment requirements have to be compiled, based on current and future operational and head-count projections, into a facility plan that would review current or near-term available facilities and compare them against the requirements to confirm:

- A. Sufficient square footage to support the functional and head-count requirements of the PSAPs.
- B. Sufficient parking lot to support the functional and head-count requirements of the PSAPs.

The Dispatch and Operations Center area in the facility plan should have at least a six-inch raised floor system, allowing for flexibility regarding the use of communications, computing equipment, and cabling to the CAD hardware equipment room.

4.3 TECHNICAL SYSTEMS CONSIDERATIONS

4.3.1 BASLINE TECHNICAL SYSTEMS

Currently, the following CAD systems are in use at the County PSAPs:

Table 4-5 Current CAD Systems

PSAP	Current CAD	# of Workstations	Date Implemented
BSO PSB	Motorola Printrak	63	System 1994 Cur. Version 2007
Ft. Lauderdale	Intergraph	17	System 1998 H/W Version 2009 S/W Version 2009
Hollywood	Motorola Printrak	26	System 1994 Cur. Version 2007
Pompano Bch	Motorola Printrak	16	System 1994 Cur. Version 2007
Pembroke Pines	VisionAir	20	System 1994 H/W Version S/W Version
Coral Springs	HTE	11	System 1994 H/W Version S/W Version
Plantation	Intergraph	10	2007 H/W Version S/W Version
Sunrise	Motorola Printrak	8 New PSAP = 19	System 1994 Cur. Version 2007
Margate	HTE	5	1996 H/W Version 2005 S/W Version 2010
Coco. Creek	OSSI Sungard	7	2001 H/W Version S/W Version
Deerfield Bch	Motorola Printrak	2	System 1994 Cur. Version 2007
Miramar	Motorola Printrak	4	System 1994 Cur. Version 2007

EOC	-	n/a	n/a
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4.3.2 THREE PSAP CONSOLIDATED ALTERNATIVE – TECHNICAL SYSTEMS

In a three PSAP consolidated configuration, public safety response resources would be dispatched by one of the three PSAPs. Call takers would answer telephone/9-1-1 calls, enter incident information into a common CAD system and transfer the CAD incident to the appropriate dispatcher (based on incident jurisdiction). If the County chooses to consolidate dispatch operations, one CAD system should be chosen for all operations.

In a new consolidated PSAP configuration, a single “multi-agency, multi-jurisdictional” CAD system is required to handle dispatch functions and track resources for all user agencies. This CAD system must be capable of handling the unique dispatch requirements for Sheriff, Police, Fire, and EMS operations utilizing individual software modules specifically designed for each type of agency.

As a result of the Broward County 2002 Charter, the County implemented a county-wide CAD platform which is available to all Municipalities for their use. The majority of PSAPs in the County are taking advantage of the shared CAD platform. The CAD system is scalable and could be used in a consolidated configuration. Combining all the agency users, units, and jurisdictional response policies into this system would require some system reconfiguration.

In addition, the CAD system must have interfaces back into all of the users’ existing Fire and Law Records Management Systems (RMS). These interfaces will be required to “download” completed CAD incident records into the individual jurisdictional records systems.

Other interfaces to consider for the new consolidated CAD System would include:

- A. Message Switch – Enable access FCIC/NCIC
- B. Mobile Computer – Enable messaging between CAD terminals and Mobile Data Communications units
- C. E9-1-1 – Delivery of 9-1-1 ANI/ALI Data to CAD
- D. TDD Interface – Interface for hearing impaired callers
- E. ProQA Interface – Integration of caller aid with CAD
- F. Mapping Interface – Interface with Broward County Street centerline geofile
- G. AVL Interface – ability to track police and fire units via GPS technology. Typically used in fire vehicles to facilitate closest unit response.
- H. Master Clock (NetClock)– Timing input from a Master Clock system
- I. Emergency Radio Button – Translation of Radio Unit I.D. to user name and display on CAD screen
- J. Alphanumeric Paging – Ability to create page messages on CAD screen and transmit to Alphanumeric Pagers (private or commercial carrier)
- K. Fire Station Alerting – Interface to encoders allowing Fire Station Alerting from CAD Terminal
- L. Other applicable CAD feeds (e.g. false alarm billing (CryWolf) and EMS billing (TripTix))

TECHNICAL SYSTEMS SUMMARY

Consistency of the 9-1-1 call taking system already exists, because all of the existing PSAPs are currently using Positron call taking equipment, and all are planned to be upgraded to the newest generation of call taking equipment.

Consolidation would require modifications to the county-wide CAD system to combine all the agency users, units, and jurisdictional response policies into this system. This would require some system reconfiguration.

4.4 BUDGETARY CONSIDERATIONS

4.4.1 CURRENT CONFIGURATION - BASELINE

For developing a baseline, the current front line staffing levels were provided by PSAP management for each of the PSAPs. A summary of the total PSAP front line staffing is shown in Table 4-6.

Table 4-6 Current PSAP Front Line Staffing

	Call Takers and Dispatchers
Current Staffing	555

Fiscal year 2008/2009 costs were obtained from PSAP management for each of the PSAPs. The staffing costs for each of the PSAPs is shown in Table 4-7. These costs includes the salary & wages as well as benefits.

Table 4-7 PSAP Baseline Staffing Costs

PSAP	Total Salary and Benefits
BSO, Pompano, and Ft. Laud.	\$25,693,843.39
Hollywood	\$4,545,026.00
Pemb. Pines	\$1,296,385.86
Coral Springs	\$2,070,366.00
Plantation	\$2,329,596.82
Sunrise	\$2,664,418.02
Margate	\$1,384,728.00
Coco. Creek	\$1,017,727.66
Deerfield Bch	\$603,209.65
Miramar	\$753,024.00
Total	\$42,358,325.40

Based on the information provided, the total staffing cost to support the current configuration is \$42,358,325.

Based on information provided by the PSAPs, the salary and benefits expenses for front line staffing range in various pay categories starting from entry level to seasoned communications operators. The range of costs for Salaries plus Benefits that was reported was between \$48,900 on the low end, up to high of \$109,500. (Note: These figures include the total cost for both Salaries and Benefits.) For the analysis presented in this report, the average Salary plus Benefit cost per employee of \$68,336 was used. This number is in line with the average Salary plus Benefit cost of a more seasoned communications employee in the Sheriff's Office, which is the PSAP that employs the greatest number of communications employees.

4.4.2 THREE PSAP CONSOLIDATED ALTERNATIVE

STAFFING

Table 4-8 below presents the estimated front line staffing requirements for a three PSAP Consolidated Model.

Table 4-8 Three PSAP Consolidated Staffing Summary

	Call Takers	Dispatchers	Total
Headcount	161	281	442

Table 4-9 below presents the staffing impact comparison of the baseline configuration and the consolidated model.

Table 4-9 Annual Staffing Cost – Baseline vs. Three PSAP Consolidated Alternative

Configuration	Number of Call Takers and Dispatchers
Baseline	555
Three PSAP Consolidated Alternative	442
Difference	-113
Average Salary plus Benefit Expense	\$68,336
Estimated Savings	\$7,721,968

As estimated in the Consolidation Feasibility analysis, the total telecommunicator personnel are decreased by 20 percent (113 FTEs) in the three PSAP Consolidated model, as compared to the baseline configuration. The resulting decrease in telecommunicator front line staff payroll would be approximately \$7,721,968 annually.

4.5 BENEFIT ANALYSIS

4.5.1 BASELINE CONFIGURATION ADVANTAGES

- A. PSAPs are geographically dispersed. In the event of a PSAP system failure or evacuation, other PSAPs in the County can backup call taking/dispatch operations.
- B. PSAP police departments are staffed 24/7; providing continuous agency access to the public.

4.5.2 BASELINE CONFIGURATION DISADVANTAGES

- A. The randomness of call arrival results in inevitable peaked call arrival at some times. With smaller, independent groups of staff, which is inherent in the current PSAP configuration, it is difficult to handle peaked call arrivals. With smaller, independent groups of staff, it is also difficult to schedule time for training, or to handle workload during other times of reduced staff availability (e.g. because of vacation or sick time, etc.).
- B. When 9-1-1 calls require to be transferred to another PSAP it results in a greater potential for a failure in the processing and handling of a 9-1-1 call because it introduces the possibility of the

call being dropped in the process of transferring the call from one PSAP to another PSAP. Also, the response time of the calls transferred are greater than the direct dispatch method because the caller must talk to an additional person.

4.5.3 THREE PSAP CONSOLIDATED ALTERNATIVE ADVANTAGES

- A. Staffing efficiencies are realized by sharing the entire County's call taking and dispatch functions by three larger groups of telecommunicators.
- B. Improved public safety dispatch services provided to the citizens of Broward County. Telecommunicators would be similarly trained to provide consistent service to the public and public safety response unit personnel.
- C. Improved multi-agency response coordination.
- D. PSAPs are geographically dispersed. In the event of a PSAP system failure or evacuation, other PSAP in the County can backup call taking/dispatch operations.

4.5.4 THREE PSAP CONSOLIDATED ALTERNATIVE DISADVANTAGES

- A. Systems and facilities would have to be modified and/or re-designed to support the change to a consolidated PSAP model.
- B. Some agencies may be opposed to consolidation.
- C. Acceptable telecommunicator salaries and benefits would have to be negotiated/implemented.
- D. Common dispatch policies and protocols would have to be developed and implemented.
- E. A sufficient management and governance model would have to be developed and implemented.

5.0 ADMINISTRATIVE STRUCTURE CONSIDERATION

5.1 INTRODUCTION

Governance refers to establishing a shared vision and a collaborative decision-making process supporting interoperability efforts to improve communication, coordination, and cooperation across jurisdictions². The success of any PSAP consolidation begins with the development of an appropriate governance structure. The ability of all affected stakeholders to have input to the consolidation process and, where appropriate, into the operational and administrative oversight of the resulting organization is vital to the success.

The following sections are presented for the BCCMA's consideration as a basis for governance formation.

5.2 GOVERNANCE AND SUPPORT STRUCTURE

The consolidation of emergency communications should be a collaborative effort between public safety response agencies and municipalities. A business model approach of service provider and customer agencies will result in equal and optimal service to all user agencies.

In a consolidated PSAP operation with resources distributed throughout several physical facilities, a single responsible administrative body should be installed to manage the operation. It is important to recognize that the responsible administrative body must utilize PSAP resources to address the needs of all user agencies equitably. The governance structure must be designed in support of this notion. Clearly established authorities and responsibilities of all parties are necessary to avoid and/or address political and user agency control issues. Deployment of the governance structure should establish a consolidated PSAP management organization that is a full partner with other public safety agencies, rather than a subordinate of the agencies.

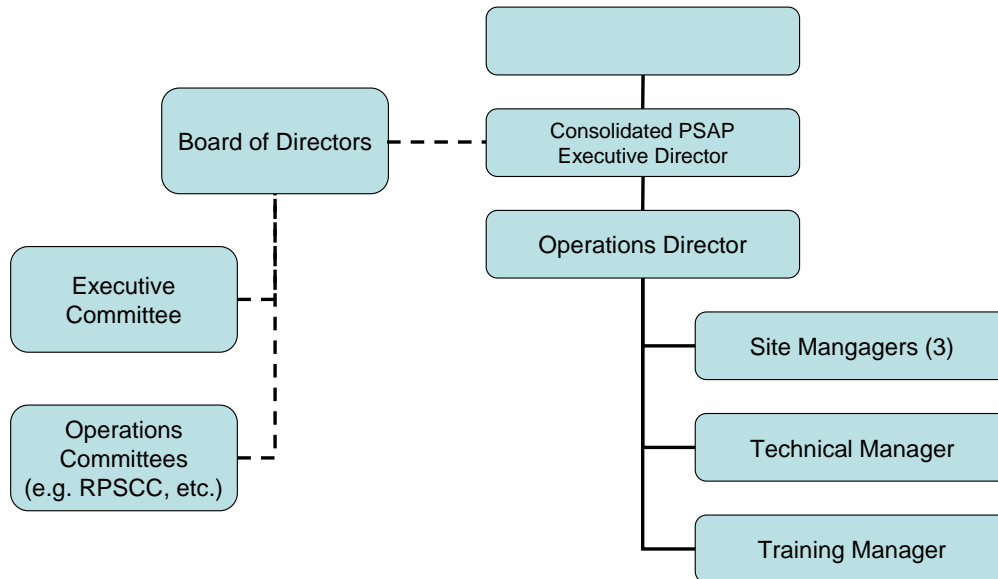
The consolidated PSAP model will also require a backbone structure to support services, such as payroll and other human resource support needs. The support structure also provides services such as budget/finance, legal, risk management and procurement.

This administrative organization should direct, manage, and guide the consolidated PSAPs as one functional group, and be augmented by operational and policy oversight from an administrative board and discipline-specific work groups that include representation from all affected stakeholders. Table 5-1 below illustrates one possible organizational design and governance structure.

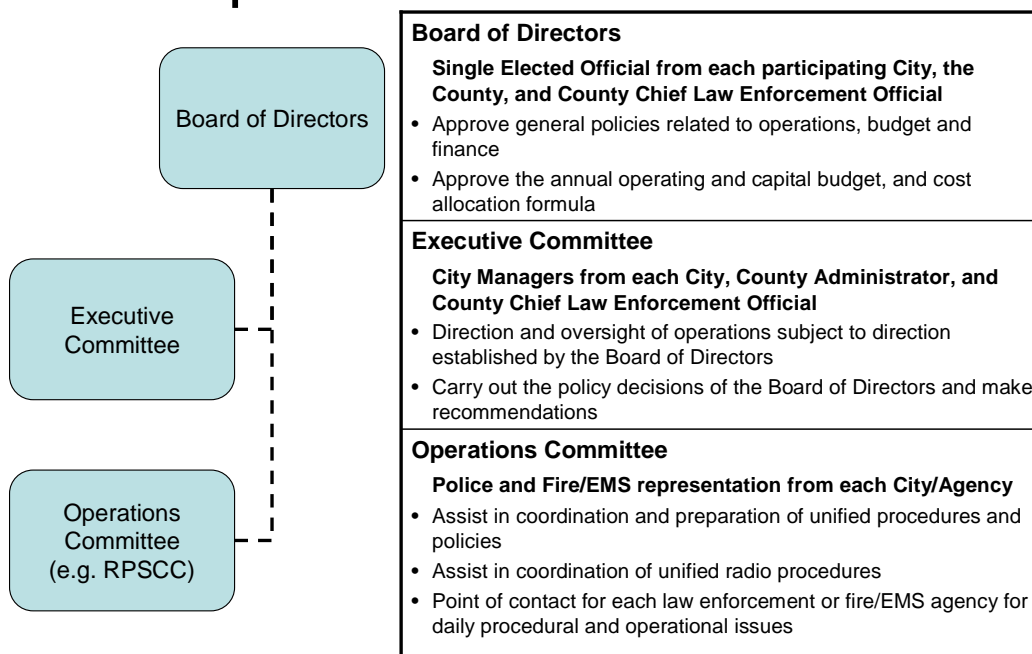
² U.S. Department of Homeland Security; March 2007.

Table 5-1 Sample Organization and Governance Structures

Sample Organization Structure



Sample Governance Structure



6.0 APPENDICES

6.1 APPENDIX 1 - LETTER FROM BROWARD COUNTY ADMINISTRATOR BERTHA HENRY



BERTHA W. HENRY, County Administrator

115 S. Andrews Avenue, Room 409 • Fort Lauderdale, Florida 33301 • 954-357-7362 • FAX 954-357-7360

DATE: May 20, 2010

TO: Mayor and Board of County Commissioners

FROM: Bertha Henry, County Administrator

SUBJECT: Funding Public Safety E911 Dispatch Operations

Background

In the late 1970's, four (4) Cooperative Dispatch Centers (CDCs) were established in order to implement the 911 emergency system in the County. The County funded all four (4) CDCs which were operated by BSO, Fort Lauderdale, Hollywood and Pompano Beach. Each CDC dispatched for a number of other cities. The County phased out the funding for the CDCs operated by the three (3) cities and continued funding only for the CDC operated by BSO (BSO dispatch center). BSO continued to dispatch for a number of cities. Over the years, several additional cities were added to the BSO dispatch center and a number of cities dropped out of the CDCs to establish their own public safety answering point (PSAP).

In 1995, the County entered into interlocal agreements (ILAs) with Fort Lauderdale and Pompano Beach. Each ILA addressed a number of disparate issues such as the expansion of North Broward detention facilities, funding for the homeless shelter and a number of other issues. Each ILA, limited by specific time frames, also included a provision for the County to fund dispatch services. The intent at the time was to work towards a common public safety communications system.

In 2002, the County Charter was amended and gave the County the responsibility to fund public safety communications infrastructure (not staff). This met the objective of a common public safety

communications system and closest unit response (common CAD system); and the County did not pursue centralizing dispatch services.

The ILA between Fort Lauderdale and the County expired in 2000; however, BSO continued to provide police dispatch services under an ILA between BSO and the City with County funding. The cost to provide dispatch services to the City is approximately \$5.7 million per year. The Pompano Beach ILA expires on September 30, 2010, and staff has notified the City that payments (\$2.5 million per year) for dispatch services will cease at that time. This has become an issue between the City of Pompano Beach and BSO in relation to their proposed agreement for law enforcement services.

Currently, there are ten (10) primary PSAP's and two (2) secondary PSAP's and one (1) backup PSAP in the County. BSO dispatches police calls for twenty-three (23) cities. Fourteen (14) of these cities are contract cities. BSO does not dispatch police calls for the following cities: Coral Springs, Margate, Coconut Creek, Sunrise, Hollywood, Pembroke Pines, Plantation and Hillsboro Beach. Currently BSO dispatches fire rescue calls for seventeen (17) cities. Seven (7) of the cities are BSO contract cities. BSO does not dispatch fire rescue calls for the following cities: Coral Springs, Margate, Coconut Creek, Sunrise, Hollywood, Pembroke Pines, Plantation, Hillsboro Beach, Dania Beach, Deerfield Beach, Fort Lauderdale, Lazy Lakes, Wilton Manors and Miramar. State Statutes do not address who has the responsibility to pay for dispatching services. What is clear is that police, fire and emergency dispatch are tied to the delivery of those services. While it can be argued that the current system is not "fair" since some cities pay for their own dispatching, the County's actions are permissible as long as it is prepared to provide the service to all cities that ask. Given the County's budget situation, this is not an option.

Current Situation

As mentioned above, the County's ILA with the City of Pompano Beach will expire at the end of this fiscal year and payments for dispatch services will cease. While the City has been aware for several years that the ILA will expire and the County will no longer fund dispatch services, the recent turnovers in city managers delayed the City's attention to the matter. The City has asked the County and BSO to continue to provide the City with dispatch service at no cost. In addition, the City of Hollywood has informed BSO that it wants the County to pay for the City's dispatch operations and other cities may soon follow. The County cannot afford to assume these additional costs.

Given the fact that the County can no longer afford to assume the costs of dispatch services for additional cities, the County has only two (2) choices:

Option 1 - Charge all entities which elect to be dispatched by BSO; or

Option 2 - Work to develop a more efficient dispatch system for emergency calls, which could include, but not be limited to, a consolidation of centers, pro rata assessments based on call volume, etc.

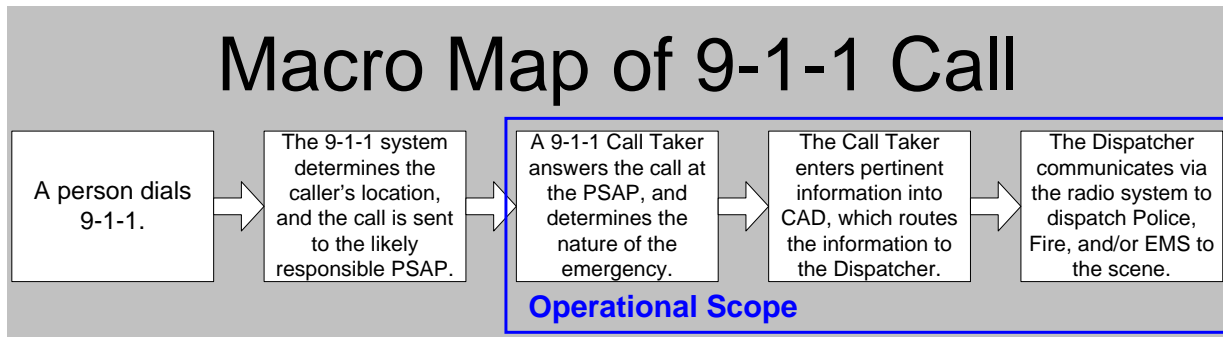
I raised this issue at a recent meeting of the Broward City/County Manager Association (BCCMA) and encouraged the group to study the issue and develop a new operations model. Staff expects the BCCMA to place the item on their next agenda and establish a working group. BSO staff has evaluated the issue and concluded that a more cost effective fee based model is feasible – subject to a “buy in” from municipalities.

If efforts fail to develop a regional dispatch system, the County would fund BSO to cover the cost of dispatching for the unincorporated areas and regional services.

Please let me know if you would like a more detailed briefing on this issue.

cc: Pamela Madison, Interim Deputy County Administrator
Pete Corwin, Assistant to the County Administrator
Kayla Olsen, Director, Office of Management and Budget
Evan Lukic, County Auditor
Jeffrey Newton, County Attorney
Director John Curry, Broward Sheriff's Office

6.2 APPENDIX 2 - PSAP OPERATIONS MACRO MAP



6.3 APPENDIX 3 - STAFFING REQUIREMENTS – 3 PSAP CONSOLIDATED MODEL

APCO RETAINS Staffing Requirements

APCO RETAINS Model - Call Taker Staffing Requirements					
	South	Central	North	Total	
(a)	1,603,383	1,438,010	1,196,622	4,238,015	911 Calls + non 911 Calls
(b)	183.0	164.2	136.6	483.8	Average 911 + non 911 Calls Per Hour (a) / (24 x 365)
(c)	150	150	150	150	Call Processing Time (Seconds) (2.5 min. per call)
(d)	27,455	24,623	20,490	72,569	Average Call Workload per Hour (in seconds) (b) x (c)
(e)	457.6	410.4	341.5	1,209	Average Call Workload per Hour (in minutes) (d) / 60
(f)	7.63	6.84	5.69	20.2	Average Base Required Staffing (BIS) per Hour (e) / 60
(g)	9.53	8.55	7.11	25.2	Avg Base Required Staffing (BIS) per Hour w/80% Occupancy Rate (f) / (0.8)
(h)	5.80	5.80	5.80	5.80	FTE Adj. for 24 x 7, Vaca, Trng, Sick, Lunch, etc [(52x7x24) / (n)]
(i)	55.3	49.6	41.3	146.1	FTE 911 + non 911 Staff Required (g) x (h)
(j)	5.5	4.9	4.1	14.5	Attrition Allowance (i) x [(m)/2]
(k)	61	55	45	161	Total FTE 911 + non 911 Staff Required (with Attrition allowance) (i) + (j)
(m)	19.89%	Turn Over Rate			
(n)	1,507	Net Available Work Hours			

APCO RETAINS Model - Dispatcher Staffing Requirements					
	South	Central	North	Total	
(a)	5	5	4	14	Fire/EMS Dispatcher Positions
(b)	8	7	7	22	Police Dispatcher Positions
(c)	2.67	2.67	2.67	8	Teletype Positions
(d)	15.67	14.67	13.67	44	Total Number of Dispatcher Positions Required (a) + (b) + (c)
(e)	5.80	5.80	5.80	5.80	FTE Adj. for 24 x 7, Vaca, Trng, Sick, Lunch, etc [(52x7x24) / (n)]
(f)	90.8	85.0	79.2	255.1	FTE Dispatchers Required (d) x (e)
(g)	9.0	8.5	7.9	25.4	Attrition Allowance (f) x [(i)/2]
(h)	99.9	93.5	87.1	281	Total FTE Dispatchers Required (with Attrition allowance) (f) + (g)
(i)	19.89%	Turn Over Rate			
(j)	1,507	Net Available Work Hours			

**6.4 APPENDIX 4 - APCO RETAINS MODEL – PSAP
WORKLOAD ALLOCATIONS**

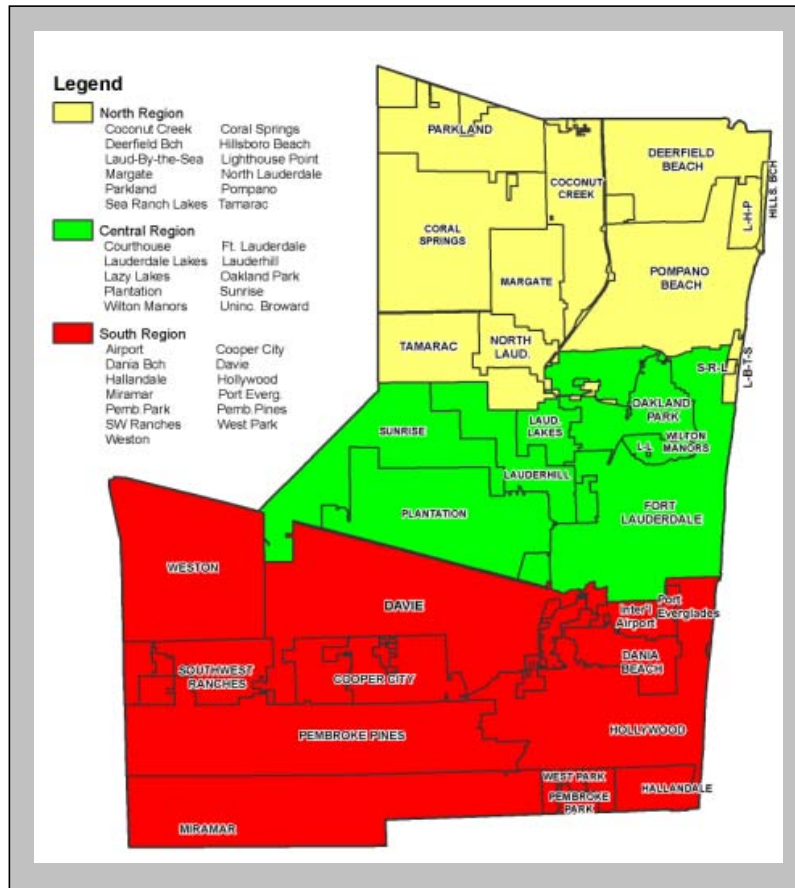
**APCO RETAINS Model
Broward County Assumptions - Workload**

Region	Area	2008/09 Calls For Service			Extrapolated Total			
		Law CFS	Fire CFS	Total CFS	PSAP 911 Calls	PSAP non 911 Calls	911 + non 911 Calls	911 + non 911 Calls
North	* Parkland	8,493		8,493			20,808	20,808
	Coral Springs	176,095	19,483	195,578	66,450	177,190		243,640
	Coconut Creek	18,444	2,085	20,529	29,460	71,590		101,050
	Margate	57,388	14,139	71,527	34,053	43,340		77,393
	* Deerfield Bch	64,896	14,381	79,277			158,995	158,995
	Hillsboro Beach			0				0
	* Lighthouse Point	8,632	1,229	9,861			24,159	24,159
	Pompano	113,222	23,213	136,435	113,952	238,235		352,187
	* Sea Ranch Lakes	218		218			532	532
	* Lauderdale By the Sea	5,118	1,206	6,324			15,494	15,494
	* Tamarac	41,630	10,844	52,474			128,561	128,561
	* North Lauderdale	25,956	4,167	30,123			73,801	73,801
	North Total		520,092	90,747	610,839	243,915	530,355	422,350
Central	Plantation	67,590	9,121	76,711	57,094	125,331		182,425
	Sunrise	70,898	10,247	81,145	53,312	141,216		194,528
	Ft. Lauderdale	143,871	41,648	185,519	223,511	279,958		503,469
	Wilton Manors	7,715	2,346	10,061				0
	* Lazy Lake	100		100			245	245
	* Lauderdale Lakes	34,959	5,499	40,458			99,122	99,122
	* Lauderhill	66,722	12,323	79,045			193,660	193,660
	* Oakland Park	46,020	7,677	53,697			131,558	131,558
	* Unincorporated Broward	34,969	3,602	38,571			94,499	94,499
	* Courthouse	15,716		15,716			38,504	38,504
Central Total		488,560	92,463	581,023	333,917	546,505	557,588	1,438,010
South	* Miramar	75,897	10,935	86,832			212,738	212,738
	* West Park	14,942	2,260	17,202			42,145	42,145
	* Pembroke Park	7,797	1,523	9,320			22,834	22,834
	* Hallandale	54,642	7,608	62,250			152,513	152,513
	Hollywood	202,627	24,979	227,606	137,178	270,979		408,157
	Pembroke Pines	115,196	22,048	137,244	93,441	119,971		213,412
	* SW Ranches	5,927	835	6,762			16,567	16,567
	* Cooper City	14,988	2,478	17,466			42,792	42,792
	* Weston	24,631	4,555	29,186			71,506	71,506
	* Davie	73,003	22,522	95,525			234,036	234,036
	* Sea Port	17,620	1,175	18,795			46,048	46,048
	* Dania	30,082	5,834	35,916			87,994	87,994
	* Airport	18,942	2,544	21,486			52,641	52,641
South Total		656,294	109,296	765,590	230,619	390,950	981,814	1,603,383
Grand Total		1,664,946	292,506	1,957,452	808,451	1,467,810	1,961,752	4,238,013

* - Currently Dispatched by BSO PSB.

6.5 APPENDIX 5 - APCO RETAINS MODEL –PSAP AREAS

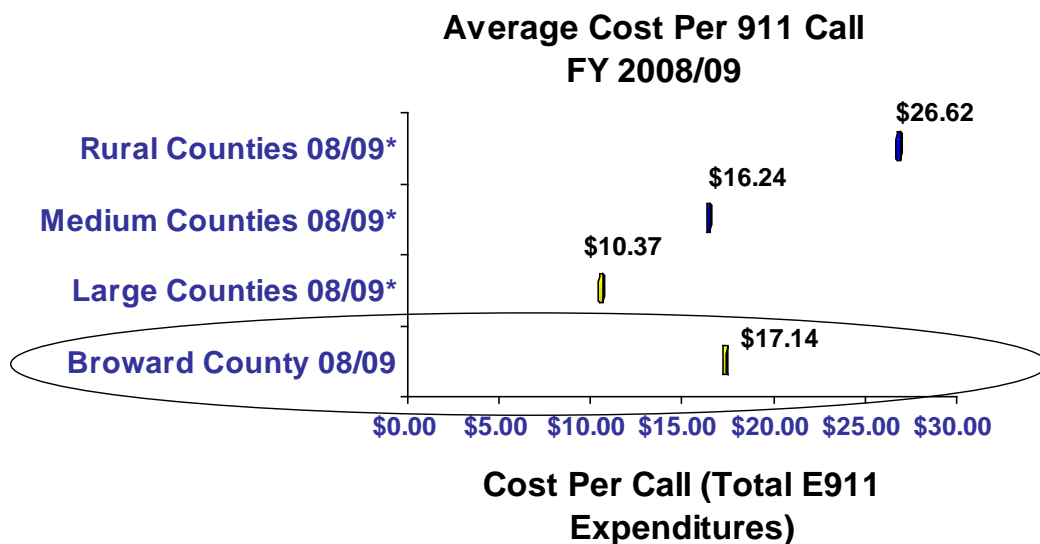
APCO RETAINS Model Broward County Assumptions - Workload



6.6 APPENDIX 6 – STATE OF FLORIDA COUNTIES COSTS PER 9-1-1 CALL

**Broward County PSAPs
FY 2008/09**

- In FY08/09, the cost per 911 call for Broward County PSAPs was greater than that of the benchmark for large counties in the state.
- E911 Fee revenue funded only 43% of the 911 costs in the county, compared to an average funding level of 67% for large counties in the state.

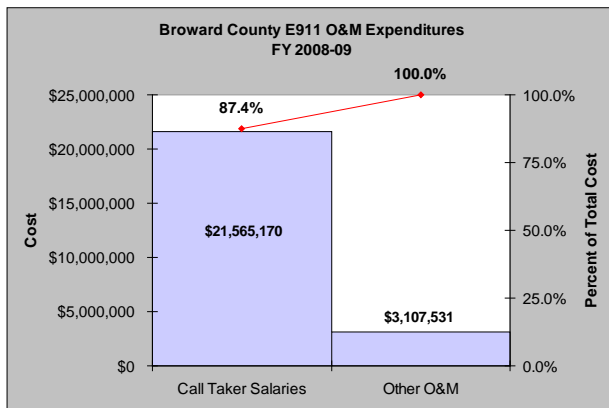


(*Source: State of Florida E911 Board 2009 Annual Report)

6.7 APPENDIX 7 - CURRENT PSAP O&M EXPENDITURES

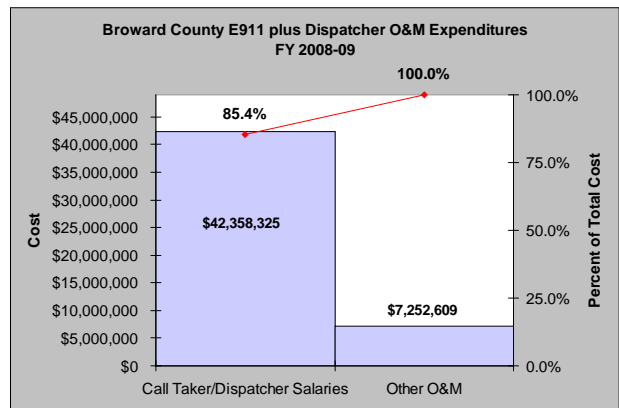
**Broward County PSAPs
FY 2008/09**

FY 2008/09 9-1-1 O&M Expenditures



In FY08/09, 911 Call Taker Salaries made up 87% of the Broward County E911 O&M Expenditures.

9-1-1 plus Dispatcher O&M Expenditures

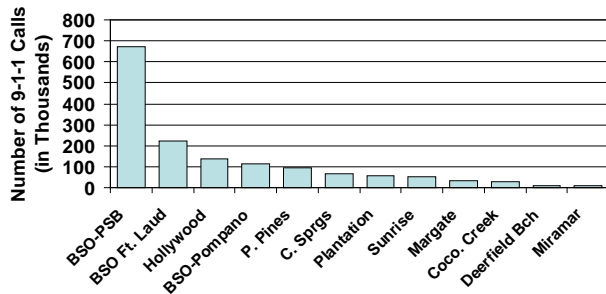


In FY08/09, 911 Call Taker/Dispatcher Salaries made up 85% of the Broward County 911 plus Dispatchers O&M Expenditures.

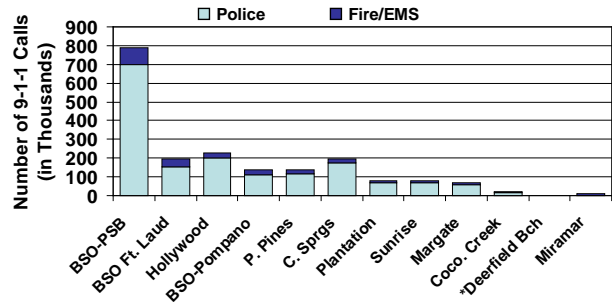
6.8 APPENDIX 8 - CURRENT PSAP OPERATIONAL AND PERSONNEL COST PER CALL STATISTICS

E911 Call Volume, Dispatches, and Total Personnel Cost per 9-1-1 Call

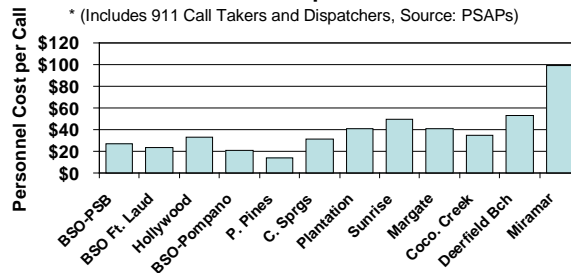
**Broward County PSAPs
FY 08/09 9-1-1 Call Volume**



**Broward County PSAPs
FY 08/09 Police and Fire/EMS Dispatches**



**Broward County PSAPs
FY 08/09 Total Communications Center
Personnel Cost* per 9-1-1 Call**

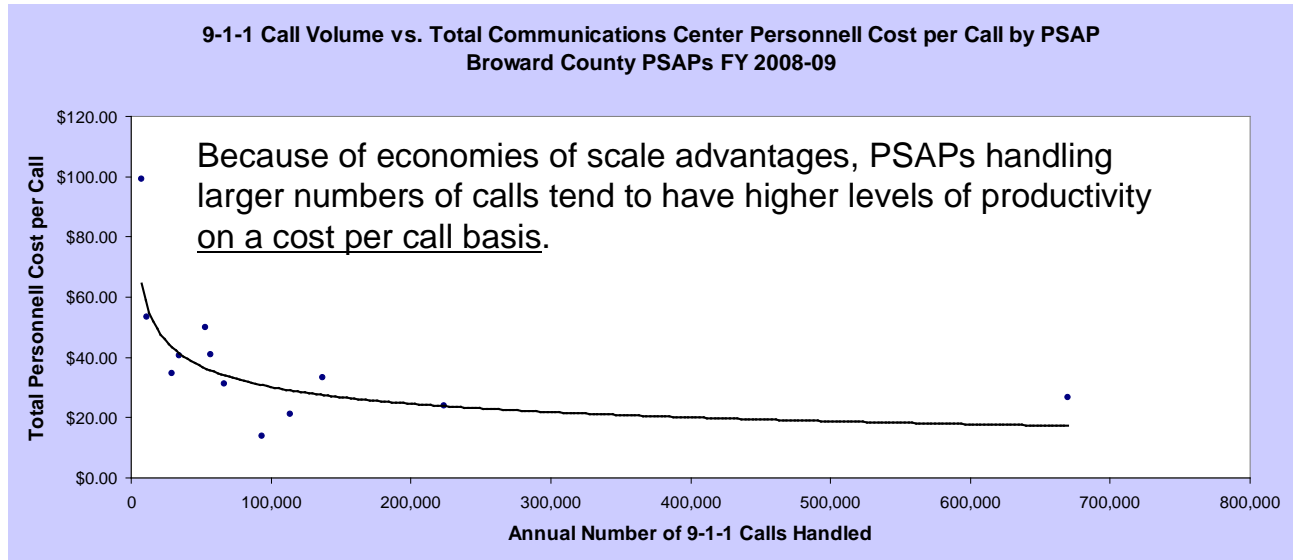


* Data not available

6.9 APPENDIX 9 - CURRENT PSAP PERSONNEL COSTS PER CALL SCATTER DIAGRAM

PSAP Total Communications Center Personnel Cost* per 9-1-1 Call

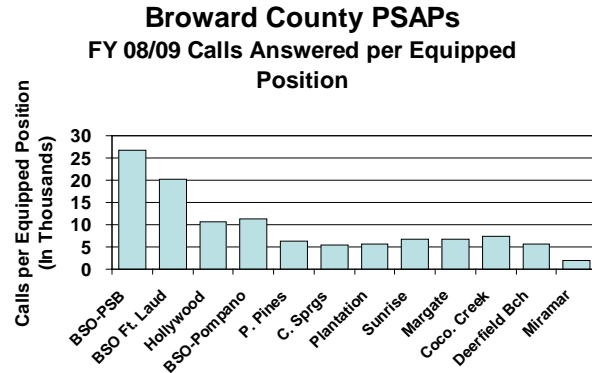
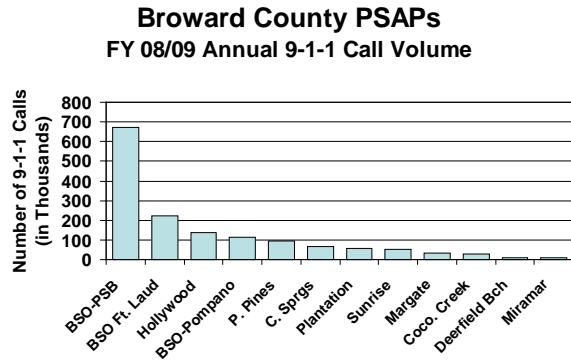
*(Includes 911 Call Takers and Dispatchers, Source: PSAPs)



Higher Call Volume → Lower Cost Per Call

6.10 APPENDIX 10 - CURRENT PSAP 9-1-1 CALLS ANSWERED PER EQUIPPED POSITION

Calls Answered per Equipped Position Varies by PSAP



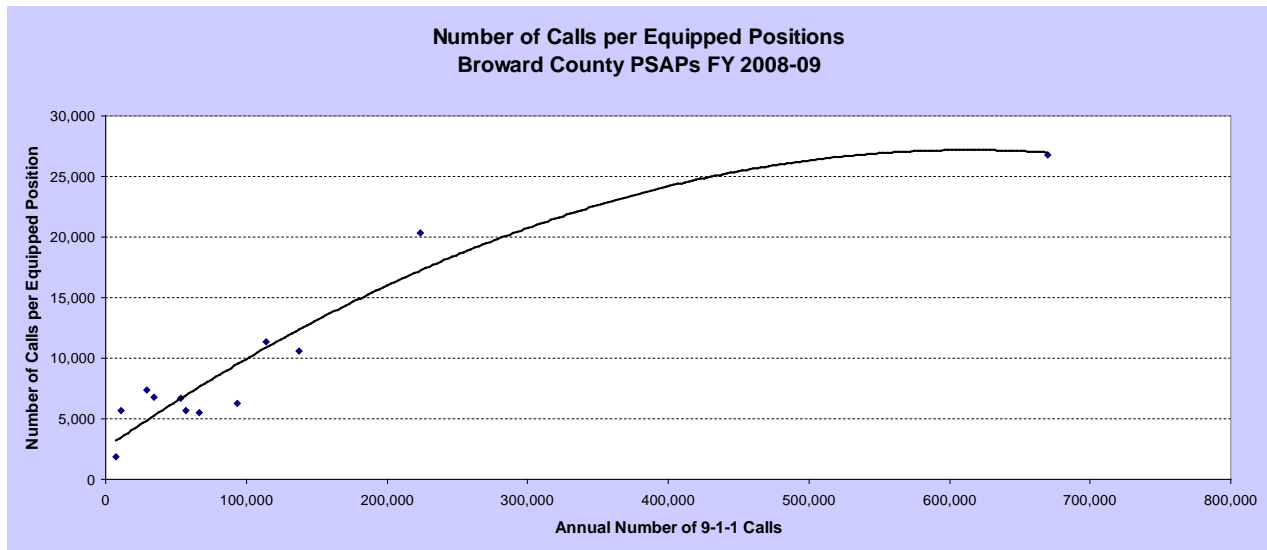
- The production we get out of each piece of equipment is much greater in larger PSAPs.

9-1-1 Calls Answered per year	Calls per Equipped Position
>200,000	> 20,000
<100,000	5,700 Average

Higher Call Volume ➡ Higher Calls Answered per Equipped Position

6.11 APPENDIX 11 - CURRENT PSAP CALLS PER EQUIPPED POSITION SCATTER DIAGRAM

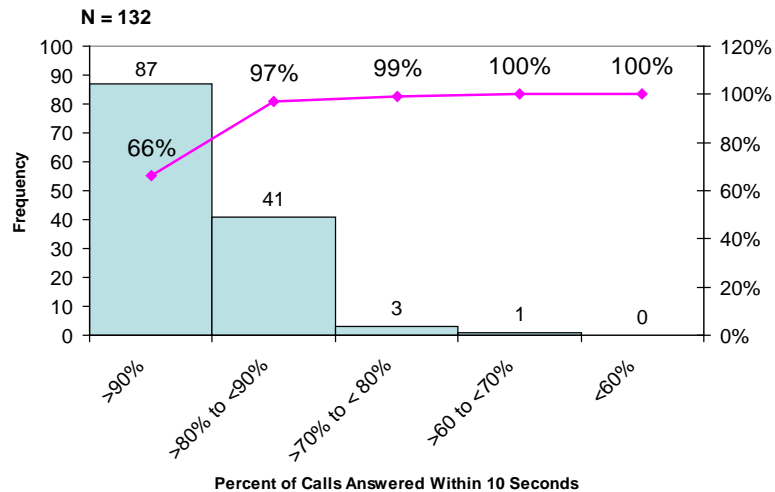
PSAP Calls Answered Per Equipped Position



Higher Call Volume ➡ Maximize Call Handling Equipment

**6.12 APPENDIX 12 – CURRENT CALL ANSWERING PERFORMANCE
FREQUENCY DISTRIBUTION**

**Broward County PSAP Call Answering Performance
FY08/09 Monthly Percent of Calls Answered within 10 sec. (per PSAP)
Frequency Distribution**



- 66% of the monthly indicator values for FY08/09 were on target.
- Note: Per S. 365.171, F.S. 90% of the calls shall be answered within 10 seconds of call arrival at the PSAP.
(Note: Deerfield Beach PSAP does not have reporting capability)

6.13 APPENDIX 13 – FEASIBILITY ANALYSIS DATA GATHERING

6.13.1 PSAP MANAGEMENT MEETINGS

CTD began the Consolidation Feasibility analysis in July of 2010 through orientation meetings with existing PSAP management. In these meetings, existing PSAP management was briefed on the current situation and was petitioned to participate in feasibility analysis data gathering by providing operational and budgetary information related to their respective PSAPs. Existing PSAP management was encouraged to also provide input regarding any concerns that they would like to be considered. Subsequent information was gathered via telephone and email. This section will summarize the data collected during that phase of the project.

6.13.2 GENERAL NOTES (JULY 9-26, 2010)

The following notes were taken during project related PSAP manager meetings:

- A. Highest ranking law enforcement official in the County is the Broward County Sheriff.
- B. PSAPs configured to automatically transfer calls to non-emergency lines if 9-1-1 phones lines are busy.
- C. PSAPs do not all use the same CAD and Radio systems.
- D. PSAPs currently have different procedures for Teletype operations.
- E. Some PSAPs currently handle public and internal transcript requests.
- F. Some PSAPs currently handle call outs.
- G. PSAPs were unsure how consistency across PSAPs would be ensured.
- H. Other considerations:
 - I. Frequency and radio coverage for dispatching.
 - J. PSAP Performance Metrics, maintain/improve level of service.

6.13.3 REGIONAL COMMUNICATIONS/CONSOLIDATION PSAP MEETINGS (JULY 9 - 13, 2010)

Between July 9 and July 13, 2010, CTD met with PSAP management representation from all of the existing PSAPs. The following was presented and noted:

- A. In May 2010, The County Administrator of Broward County, Bertha Henry, through a letter to the Mayor and Board of County Commissioners, communicated that: “Given the fact that the County can no longer afford to assume the costs of dispatch services for additional cities, the County has only two (2) choices:
 - Option 1 – Charge all entities which elect to be dispatched by BSO; or
 - Option 2 – Work to develop a more efficient dispatch system for emergency calls, which could include, but not be limited to, a consolidation of centers, pro rata assessments based on call volume, etc.”

The County Administrator also communicated this status to the Broward City/County Management Association (BCCMA), and encouraged the group to analyze the issue and develop a new operations model. In response, the city managers created a task force, the BCCMA Dispatch Committee, to work among cities, the County, and BSO. The BCCMA Dispatch Committee requested a high level presentation be provided to describe the current situation of dispatch operations in Broward County. CTD presented to the BCCMA Dispatch

Committee. The presentation included information about the current Broward County PSAP structure, operational and cost statistics, employee cost per call information, equipment utilization information, and current PSAP performance metrics. the BCCMA Dispatch Committee requested CTD to perform a Phase I Consolidation Feasibility analysis to assess potential benefits of consolidation, to uncover and better understand any possible pitfalls in the consolidation process.

- B. Data gathering forms were reviewed and PSAPs were requested to provide completed forms. PSAPs were requested to include input regarding any concerns with their completed documents.

6.13.4 REGIONAL COMMUNICATIONS/CONSOLIDATION PSAP MEETINGS (JULY 27, 2010)

On July 27, 2010, CTD met in the Broward County EOC with representatives from various PSAPs. The following was presented and noted:

- A. Data Collection Deliverables:
 - 1. PSAPs provided completed forms containing requested operational, staffing, and budgetary information.
 - i. Note: All PSAPs were petitioned to participate, however not all PSAPs provided information.
- B. Staffing Analysis Methodology:
 - 1. Call taker staffing requirements will be determined based on current workload assumptions. This means that emergency AND admin (non 9-1-1) calls will be assumed to be included as workload that would be carried out in the consolidated model used in the Feasibility Analysis.
 - 2. Discussed APCO's Project RETAINS being used as the basis for determining staffing requirements.
 - 3. A review of APCO's Project RETAINS was presented.
- C. Assume we maintain current (radio) communications infrastructure (not evaluating relocation of sites or control stations and associated coverage impacts).
- D. An approach for equitably allocating call volumes and calls for service between PSAPs will be developed.

6.13.5 PSAP MANAGERS MEETING (AUGUST 31, 2010)

On August 31, 2010, CTD met in the Broward County EOC with representatives from various PSAPs. The following was presented, and comments/questions noted:

- A. Project Objective: Provide Broward County with excellent 9-1-1 and emergency dispatch service in an efficient manner, both operationally and economically.
- B. There are significant benefits for both staffing and equipment maintenance, that can be attained through consolidation.
- C. In FY08/09, 911 Call Taker/Dispatcher Salaries made up 85% of the total Broward County 911 plus Dispatchers O&M Expenditures.

- D. A comparison between current combined front line staffing, and the required front line staffing in a 3 PSAP consolidated model was presented, which demonstrated staffing benefits resulting from economies of scale in the consolidated model.
- E. The workload assumptions that were included in the calculations to determine front line staffing requirements were presented.
1. Maintain or improve current level of service (at minimum 90% of calls answered within 10 seconds)
 2. Number of Calls (911 + non-911): 4,238,013
 3. Average Call Processing Time: 2.5 min./call
(Note: Average for 911 AND non-911 calls; call processing includes after call work time.)
 4. Average Annual Net Available Work Hours per FTE: 1,507
- F. For the purpose of the Feasibility Analysis, the workload that is currently carried out in the existing 12 production PSAPs was divided up based on groups of municipality boundaries that approximate equal workload in a 3 PSAP consolidated model. In the current PSAP structure, there are calls originating from municipalities and unincorporated areas spanning across the Broward County map that are answered and dispatched out of the BSO Public Safety Building PSAP. To allocate these calls into one of the 3 PSAPs in the model, we would have to determine the amount of calls that originate from each the geographical areas of responsibility for each of 3 PSAPs in the model. The reporting capability to get the data in this granular level of detail is not available. However, the number of Police, Fire, and EMS dispatches, known as Calls For Service (CFS), are available at this level of detail. Therefore, Calls For Service (CFS) were used as the basis for determining allocation percentages for call volume. Call volume was allocated based on the percent allocation of Police, Fire, and EMS dispatches for each geographical boundary.
- G. Q/A topics:
1. How and will teletype be affected at PSAPs?
 2. Why (3) regional centers and how will the locations be decided?
 3. Is cost savings great enough for consolidation?
 4. Forced participation?
 5. How will future funding to consolidated PSAPs and individual PSAPs (those that chose to be on their own) be distributed?
 6. All systems (radio, CAD ...) are not the same at existing PSAPs. Has this been discussed at City Managers meeting?
 7. What would be the implementation schedule?

6.13.6 COCONUT CREEK PSAP

- A. Site Management: Stacy Friedman, Carolyn Reed, Sgt. Robert J. Wehmeyer.

- B. The city of Coconut Creek encompasses approximately 12 square miles. According to the U.S Census estimates of 1 July 2006, the city had a population of 62,769.
- C. The Coconut Creek PSAP dispatches for the following agencies:
 - 1. City of Coconut Creek: Police only
- D. 2008/2009: Police Dispatches 18,444, Fire/EMS Dispatches 2,085
- E. 2008/2009: 9-1-1 Calls 29,460, Approx. Non 9-1-1 Calls 71,590,
- F. Staff is non union.
- G. After hours, public works calls are forwarded to the PSAP.
- H. Uses OSSSI Sungard CAD since 2001; 7 dispatch terminals for CAD

6.13.7 CORAL SPRINGS PSAP

- A. Site Management: Joann Brown, Training/Technical Coordinator: Tom Ciampi.
- B. The city of Coral Springs encompasses approximately 23.9 square miles and is located approximately 20 miles northwest of Ft. Lauderdale. According to the U.S. Census Bureau estimates of 2007, the city had a population of 126,875.
- C. The Coral Springs PSAP dispatches for the following agencies:
 - 1. City of Coral Springs: Police and Fire/EMS
 - 2. City of Parkland: Fire/EMS only
- D. 2008/2009: Police Dispatches 176,095, Fire/EMS Dispatches 19,483
- E. 2008/2009: 9-1-1 Calls 66,450, Approx. Non 9-1-1 Calls 177,190,
- F. Call Takers only answer calls, dispatchers do both call taking and dispatching
- G. Staff is non union.
- H. Do not handle local government calls.
- I. Uses Sungard HTE/OSSSI CAD (AS400 system) since 1994; 11 dispatch terminals for CAD

6.13.8 DEERFIELD BEACH PSAP (SECONDARY)

- A. Site Management: Mona Boyd.
- B. The City of Deerfield Beach is a dynamic coastal community encompassing approximately 14.9 square miles and is located on the northeast border of Broward County. According to the U.S. Census Bureau estimates of 2006, the city had a population of 76,478.
- C. The Deerfield Beach PSAP dispatches for the following agencies:
 - 1. City of Deerfield Beach: Fire/EMS only
 - 2. City of Hillsboro Beach: Fire/EMS only
- D. 2008/2009: Police Dispatches N/A, Fire/EMS Dispatches 14,381
- E. 2008/2009: 9-1-1 Calls (transferred to PSAP) Approx. 11,282, Approx. Non 9-1-1 Calls 19,304, Source (for 9-1-1 Calls): ATT Count of ALI Database Queries
- F. Dispatchers answer 911 calls, and also dispatch calls

- G. Staff is union.
- H. When local government calls are received, the callers are given the correct local government contact number to call. Local government calls are not forwarded to the PSAP.
- I. Did not use CAD at time of interview, has since transitioned to County-wide CAD since September, 2010; 2 dispatch terminals for CAD

6.13.9 FORT LAUDERDALE PSAP

- A. Site Management: Carol Ward, Mark Blanco, Kim Rubio.
- B. The City of Fort Lauderdale is the largest of Broward County's municipalities, encompassing more than 33 square miles. According to 2007 U.S. Census Bureau estimates, the city had a population of 183,606.
- C. The Fort Lauderdale PSAP dispatches for the following agencies:
 - 1. City of Fort Lauderdale: Police and Fire/EMS
 - 2. City of Wilton Manors: Police and Fire/EMS
 - 3. City of Lazy Lake: Fire/EMS only
- D. 2008/2009: Police Dispatches 151,586, Fire/EMS Dispatches 43,994
- E. 2008/2009: 9-1-1 Calls 223,511, Approx. Non 9-1-1 Calls 279,958
- F. Staff is union.
- G. Local government calls for Wilton Manors are handled in the PSAP.
- H. Uses Intergraph CAD for Fire/EMS since 1998; 17 dispatch terminals for CAD
- I. Use County-wide CAD for Police
- J. All support staff is provided from BSO PSB. Exception is 1 Comm Op assigned to tape/evidence.
- K. Staffing levels provided do not include Dispatchers for Fort Lauderdale Fire dispatching

6.13.10 HOLLYWOOD PSAP

- A. Site Management: Major Vincent Affanoto, Lt. Karen Zorsky.
- B. The City of Hollywood is located in southeastern Broward County, and includes about 5–6 miles of Atlantic Ocean beach. The city encompasses 30.8 square miles. As of July 1, 2008, the population estimated by the U.S. Census Bureau is 141,740.
- C. The Hollywood PSAP dispatches for the following agencies:
 - 1. City of Hollywood: Police and Fire/EMS
 - 2. City of Dania Beach: Fire/EMS only
 - 3. Seminole Indian Reservation: Fire only
- D. 2008/2009: Police Dispatches 202,627, Fire/EMS Dispatches 24,979
- E. 2008/2009: 9-1-1 Calls 137,178, Approx. Non 9-1-1 Calls 270,979
- F. Staff have the option of joining the union. Some staff are represented, others are not.

- G. When local government calls are received, the callers are given the correct local government contact number to call. (e.g. Water Dept., call out personnel contact info provided to callers.)
- H. Uses County-wide CAD; 26 dispatch terminals for CAD

6.13.11 MARGATE PSAP

- A. Site Management: Lynn Burnside.
- B. The city of Maragate encompasses approximately 9.2 square miles and is located roughly 15 miles north west of Fort Lauderdale. According to the U.S. Census Bureau's 2006 estimates, the city had a population of 56,002.
- C. The Margate PSAP dispatches for the following agencies:
 - 1. City of Margate: Police and Fire/EMS
 - 2. City of Coconut Creek: Fire/EMS only
- D. 2008/2009: Police Dispatches 57,388, Fire/EMS Dispatches 14,139
- E. 2008/2009: 9-1-1 Calls 34,053, Approx. Non 9-1-1 Calls 43,340,
- F. Dispatchers answer 911 calls, and also dispatch calls
- G. From 6:30 AM to 10:30 PM, 1 dedicated Call Taker on Duty (only answers calls, does not dispatch).
- H. Staff is union, Supervisor and Commander are non-bargaining.
- I. Does not dispatch for local government.
- J. Uses HTE CAD since July 1996; 5 dispatch terminals for CAD

6.13.12 MIRAMAR PSAP (SECONDARY)

- A. Site Management: Chief Ron Deshong, Chief Keith Tomey
- B. Situated in southwestern Broward County, Miramar is 14 miles in length from east to west and 2.5 miles in width, encompassing 31.0 square miles. As of 2007, the population estimated by the U.S. Census Bureau is 108,240.
- C. The Miramar PSAP dispatches for the following agencies:
 - 1. City of Miramar: Fire/EMS only
- D. 2008/2009: Police Dispatches N/A, Fire/EMS Dispatches 10,935
- E. 2008/2009: 9-1-1 Calls (transferred to PSAP) 7,596, Approx. Non 9-1-1 Calls 17,895
- F. Currently schedule coverage of one call taker, one dispatcher, and one supervisor/duty officer 24x7.
- G. Staff is union (GAME).
- H. PSAP handles Program 602-HELP. Dispatch if necessary.
- I. Uses County-wide CAD; 4 dispatch terminals for CAD.

6.13.13 PEMBROKE PINES PSAP

- A. Site Management: Thomas Gallagher.

- B. The City of Pembroke Pines is the second most populous city in Broward County. The city encompasses 34.4 square miles. According to 2006 U.S. Census Bureau estimates, the city has a population of 150,064.
- C. The Pembroke Pines PSAP dispatches for the following agencies:
 - 1. City of Pembroke Pines: Police and Fire/EMS
- D. 2008/2009: Police Dispatches 115,196, Fire/EMS Dispatches 22,048
- E. 2008/2009: 9-1-1 Calls 93,441, Approx. Non 9-1-1 Calls 119,971
- F. The PSAP uses resourceful staff scheduling methods, with much of the staff working longer hours per day but only four day work weeks.
- G. The PSAP operates with the highest reported average total annual hours available per FTE (1,700).
- H. Staff is non-bargaining, management is non-bargaining.
- I. Does not dispatch for local government.
- J. Uses VisionAir CAD; 20 dispatch terminals for CAD

6.13.14 PLANTATION

- A. Site Management: David J Tomlinson.
- B. The City of Plantation is situated directly west of Fort Lauderdale. The city encompasses 22.8 square miles. As of July 2006 the population estimated by the U.S. Census Bureau is 86,138.
- C. The Plantation PSAP dispatches for the following agencies:
 - 1. City of Plantation: Police and Fire/EMS
- D. 2008/2009: Police Dispatches 67,590, Fire/EMS Dispatches 9,121
- E. 2008/2009: 9-1-1 Calls 57,094, Approx. Non 9-1-1 Calls 125,331
- F. Staff is not union.
- G. Receive local government calls after hours. Water Dept. has on-call personnel. Dispatch police if necessary.
- H. Uses Intergraph CAD; 10 dispatch terminals for CAD

6.13.15 POMPANO BEACH PSAP (OPERATED BY BROWARD SHERIFF'S OFFICE)

- A. Site Management: Tara Thomas.
- B. The city of Pompano Beach is located along the coast of the Atlantic Ocean just to the north of Fort Lauderdale. The city encompasses 25.8 square miles. As of 2007, the U.S. Census Bureau estimated that the city's population was 102,745.
- C. The Pompano Beach PSAP dispatches for the following agencies:
 - 1. City of Pompano Beach: Police and Fire/EMS
- D. 2008/2009: Police Dispatches 113,222, Fire/EMS Dispatches 23,213
- E. 2008/2009: 9-1-1 Calls 113,952, Approx. Non 9-1-1 Calls 238,235
- F. Staff is union,

- G. Do not dispatch for local government.
- H. Uses County-wide CAD; 16 dispatch terminals for CAD
- I. All support staff is provided from BSO PSB.

6.13.16 BROWARD SHERIFF'S OFFICE PSAP (PUBLIC SAFETY BUILDING, PSB)

- A. Site Management: Lt. Cynthia Adamsky, Kim Rubio.
- B. The Broward Sheriff's Office answers 9-1-1 calls and dispatches Police, Fire, and EMS services for all unincorporated areas of Broward County, 23 Law Enforcement municipalities, 15 Fire Rescue municipalities and numerous special patrol areas including the Ft. Lauderdale-Hollywood International Airport, Port Everglades, BSO Department of Detention, Court Services and other areas.
- C. The BSO PSB PSAP dispatches for the following agencies:
 - 1. Police and Fire/EMS for:
 - i. Davie
 - ii. Hallandale
 - iii. Lauderdale by the Sea
 - iv. Lauderdale Lakes
 - v. Lauderhill
 - vi. Lighthouse Point
 - vii. North Lauderdale
 - viii. Oakland Park
 - ix. Pembroke Park
 - x. Port Everglades
 - xi. Sea Ranch Lakes
 - xii. Southwest Ranches
 - xiii. Tamarac
 - xiv. West Park
 - xv. Weston
 - xvi. Unincorporated
 - 2. Police Only for:
 - i. Dania Beach
 - ii. Deerfield Beach
 - iii. Lazy lake
 - iv. Miramar
 - v. Parkland

- D. 2008/2009: Police Dispatches 698,911, Fire/EMS Dispatches 89,906
- E. 2008/2009: 9-1-1 Calls 669,628, Approx. Non 9-1-1 Calls 1,047,158
- F. Staff is union.
- G. Handle calls for access to Broward County EOC after hours.
- H. When local government calls are received, callers are transferred to an auto attendant.
- I. Uses County-wide CAD; 63 dispatch terminals for CAD

6.13.17 SUNRISE PSAP

- A. Site Management: Lt. Anthony Rosa, Billy Sprayberry.
- B. The City of Sunrise is located in western Broward County. The city encompasses 18.4 square miles. As of 2004, the population recorded by the U.S. Census Bureau is 90,227.
- C. The Sunrise PSAP dispatches for the following agencies:
 - 1. City of Sunrise: Police and Fire/EMS
- D. 2008/2009: Police Dispatches 70,898, Fire/EMS Dispatches 10,247
- E. 2008/2009: 9-1-1 Calls 53,312, Approx. Non 9-1-1 Calls 141,216
- F. 911 personnel have the option of joining the Fraternal Order of Police Association (FOPA), Lodge 80. Some staff are represented, others are not.
- G. Local Government calls are transferred to the 911/Dispatch Center after normal working hours.
- H. Uses County-wide CAD; currently 8 dispatch terminals for CAD, new Public Safety Complex will have 19

6.13.18 BROWARD COUNTY EOC PSAP (BACKUP PSAP)

- A. Site Management: n/a.
- B. The Broward County EOC houses the Broward County 9-1-1 Backup.
- C. There are 21 new 9-1-1 call taking positions (Power 9-1-1) and 21 legacy call taking positions in the Broward County EOC.
- D. There are no CAD dispatch terminals in the Broward County EOC.

6.13.19 DATA COLLECTION SURVEYS

CTD developed data collection surveys for each PSAP to complete. The information gathered from these surveys, meetings, and telephone conversations were used in the analysis and preparation of this report.

**Resolutions
Supporting
Consolidation
Effort**

**BROWARD COUNTY LEAGUE OF CITIES
PUBLIC SAFETY COMMITTEE
RESOLUTION NO. 2011-PS-01**

A RESOLUTION OF THE PUBLIC SAFETY COMMITTEE OF THE BROWARD COUNTY LEAGUE OF CITIES SUPPORTING COOPERATIVE CONSOLIDATION OF E-911 AND DISPATCH COMMUNICATION; ADOPTING AND SUPPORTING THE RESOLUTIONS OF THE FIRE CHIEFS ASSOCIATION OF BROWARD COUNTY AND THE BROWARD COUNTY CHIEFS OF POLICE ASSOCIATION; REQUESTING THAT BROWARD COUNTY, IN COOPERATION WITH BROWARD LEAGUE OF CITIES, ESTABLISH A "CONSOLIDATION COMMUNICATIONS COMMITTEE" MADE UP OF REPRESENTATIVE POLICE AND FIRE CHIEFS AND CITY MANAGERS TASKED WITH DEVELOPING EXPEDITIOUSLY AN "IMPLEMENTATION PLAN" FOR COOPERATIVE CONSOLIDATION OF E-911 COMMUNICATIONS AND DISPATCH; REQUESTING THAT ANY PLAN FOR IMPLEMENTATION BE FAIR AND MUST INCLUDE REPRESENTATIVE GOVERNANCE OF PARTICIPATING AGENCIES (INCLUDING POLICE AND FIRE CHIEFS), A PROFESSIONAL, UNIFIED STRUCTURE WITH ACCOUNTABILITY BASED UPON PERFORMANCE METRICS, AND AN EQUITABLE FUNDING SCHEME FOR PARTICIPATING AGENCIES THAT ADHERES TO SECTION 5.03(A) OF THE COUNTY CHARTER, AS AMENDED PURSUANT TO THE VOTER REFERENDUM; AND, REQUESTING THAT THE BOARD OF DIRECTORS OF THE BROWARD LEAGUE OF CITIES AND BROWARD CITY COUNTY MANAGEMENT ASSOCIATION CONSIDER PASSAGE OF A SIMILAR RESOLUTION IN SUPPORT OF COOPERATIVE CONSOLIDATION OF E-911 COMMUNICATIONS AND DISPATCH

WHEREAS, the Public Safety Committee of the Broward League of Cities has been tasked with consideration of cooperative consolidation of E-911 communications and dispatch services in Broward County, Florida; and

WHEREAS, The Department of Homeland Security Presidential Directive #5 states:

"Homeland Security Presidential Directive 5 serves to enhance the ability of the United States to manage domestic incidents by **establishing a single, comprehensive national incident management system**. This management system is designed to cover the prevention, preparation, response, and recovery from terrorist attacks, **major disasters**, and other emergencies. **The implementation of such a system would allow all levels of government throughout the nation to work efficiently and effectively together.**" (emphasis added);

and

WHEREAS, in 2002, the Citizens in Broward County voted overwhelmingly to amend the Broward County Charter to provide the establishment and funding of a communications infrastructure for fire and emergency medical services to facilitate closest unit response for life-threatening emergencies, and support for regional specialty teams; and

WHEREAS, Section 5.03(A) of the Broward County Charter states:

“The County Commission with cooperation from Municipalities shall establish a countywide communications infrastructure for fire and emergency medical services. The County shall provide funding for the communications infrastructure and all service providers will utilize the elements of the communications infrastructure. The communications infrastructure shall facilitate closest unit response for life-threatening emergencies and support for regional specialty teams.” (emphasis added);

and

WHEREAS, since 2010, hundreds of hours have been dedicated to analyzing the feasibility of cooperative consolidation of the Public Safety Answering Points (“PSAPs”);

WHEREAS, in 2010, the Broward League of Cities initiated a “Public Safety Answering Points Task Force,” a multi-jurisdictional and multi-disciplinary team of public safety professionals, staff, and elected officials; and

WHEREAS, in 2010, the Broward City County Management Association created a committee to review the equitable operation and funding of PSAPs and requested a technical analysis on consolidation by the Communications Technology Division of Broward Sheriff’s Office; and

WHEREAS, on October 21, 2010, the Communications Technology Division of the Broward Sheriff’s Office issued an extensive “Consolidation Feasibility Analysis” which highlighted that there were 13 different PSAPs for the purposes of E-911 Communications and Dispatch which provide differing levels of performance, costs per call, and equipment utilization; and

WHEREAS, as identified by the “Consolidation Feasibility Analysis”, most of the current PSAPs are not hardened to a category 5 hurricane rating; and

WHEREAS, the “Consolidation Feasibility Analysis” concluded 911 Dispatch operations for all Broward County Police, Fire, EMS, and Sheriff agencies should be

fully consolidated into three PSAPS under a unified organizational structure, which will improve citizen/officer safety, eliminate call transfers which result in delayed response, result in significant cost savings, and promote efficient and cost effective migration to new technologies; and

WHEREAS, the "Consolidation Feasibility Analysis" was considered by the Public Safety Answering Points Task Force, Public Safety Committee of the Broward County League of Cities, the Broward City County Management Association, the Fire Chiefs Association of Broward County, and the Broward County Chiefs of Police Association; and

WHEREAS, the Fire Chiefs Association of Broward County and the Broward County Chiefs of Police Association have passed resolutions establishing consensus that the county-wide consolidation of E-911 Communications and Dispatch services:

- * is technically feasible, desirable and will improve service;
- * will reduce delay in transfer of emergency calls;
- * will result in faster emergency response times;
- * will enhance interoperability and coordination amongst responding agencies;
- * will result in fewer errors due to standardized call handling and dispatch protocols;

and

WHEREAS, there are models of cooperative consolidation of communications throughout the country that have identified the benefits of consolidation as highlighted by the Fire Chiefs Association of Broward County, the Broward County Chiefs of Police Association, and the "Consolidation Feasibility Analysis".

NOW, THEREFORE, the Public Safety Committee of the Broward League of Cities hereby resolves as follows:

Section 1. The foregoing "WHEREAS" clauses are true and correct and hereby ratified and confirmed by the Public Safety Committee of the Broward County League of Cities;

Section 2. The Public Safety Committee of the Broward County League of Cities supports cooperative consolidation of E-911 and Dispatch Communication;

Section 3. The resolutions of the Fire Chiefs Association of Broward County and the Broward County Chiefs of Police Association are adopted and supported by the Broward County League of Cities;

Section 4. Broward County, in cooperation with the Broward League of Cities, must establish a "Consolidation Communications Committee" made up of representative Police Chiefs, Fire Chiefs, and City Managers tasked with developing expeditiously an "Implementation Plan" for cooperative consolidation of E-911 communications and dispatch;

Section 5. Any plan for implementation must be fair and include representative governance of participating agencies (including Police Chiefs and Fire Chiefs); a professional, unified structure with accountability based upon performance metrics; and an equitable funding scheme for participating agencies that adheres to Section 5.03(A) of the County Charter, as amended pursuant to the voter referendum;

Section 6. Requests the Broward City County Management Association consider passage of a similar resolution in support of cooperative consolidation of E-911 communications and dispatch;

Section 7. Requests that the Board of Directors of the Broward League of Cities consider passage of a similar resolution in support of cooperative consolidation of E-911 communications and dispatch;

Section 8. This Resolution shall become effective immediately upon its passage and adoption.

PASSED AND ADOPTED BY THE PUBLIC SAFETY COMMITTEE OF THE BROWARD COUNTY LEAGUE OF CITIES ON THIS 14th DAY OF SEPTEMBER, 2011.

**BROWARD COUNTY LEAGUE OF CITIES
PUBLIC SAFETY COMMITTEE**

By _____


Mayor Michael Ryan, Chair



Broward County Chiefs of Police Association

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SERGEANT-AT-ARMS

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On Wednesday, September 07, 2011, the Broward County Chiefs of Police scheduled a special meeting in Sunrise, Florida to discuss regional communications in Broward County.

A majority (10-2 in favor) of those present cast a vote to support this position statement:

Because the consolidation of E-911 Communications and Dispatch services is technically feasible, desirable and will improve service;

Will reduce delay in the transfer of emergency calls;

Will result in faster emergency response times;

Will enhance interoperability and coordination amongst responding agencies;


Will result in fewer errors due to standardized call handling and dispatch;

Shall include a representative governance board of participating agencies, including police and fire chiefs;

Shall have a professional, unified structure with accountability based upon performance metrics;

And must be funded in a fair manner;

The Broward County Chiefs of Police Association therefore is requesting Broward County to develop a County Board, or implementation team, to develop chronology for implementation, a proposed governance structure, and funding scheme.



Chief John Brooks
President



President

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Treasurer

Edward Curran
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On September 1, 2011, the Fire Chiefs' Association of Broward County held their regular monthly meeting at the Broward County Emergency Operations Center.

A unanimous vote was cast to support this position statement:

Because the consolidation of E-911 Communications and Dispatch services is technically feasible, desirable and will improve service;

Will reduce delay in the transfer of emergency calls;

Will result in faster emergency response times;

Will enhance interoperability and coordination amongst responding agencies;

Will result in fewer errors due to standardized call handling and dispatch protocols;

Should include a representative governance board of participating agencies, including fire and police chiefs;

Should have a professional, unified structure with accountability based upon performance metrics;

And must be funded in a fair manner;

The Fire Chiefs' Association of Broward County therefore is requesting Broward County to develop a County Board, or implementation team, to develop chronology for implementation, a proposed governance structure, and funding scheme.

Norman B. Rynning
President



THE CITY OF

COOPER CITY
Someplace Special

BROWARD COUNTY, FLORIDA

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Debby Eisinger, Mayor
Lisa Mallozzi, Commissioner
John Sims, Commissioner
James C. Curran, Commissioner
Jeff Green, Commissioner
Bruce Loucks, City Manager

September 29, 2011

Rhonda Calhoun
Executive Director
Broward League of Cities
115 South Andrews Avenue
Suite 122
Fort Lauderdale, FL 33301

Dear Ms. Calhoun:

Please find attached resolution from the Broward City County Management Association in support of the Broward County League of Cities Public Safety Committee Resolution No. 2011-PS-01. If you have any questions please feel free to contact me.

Sincerely,

Bruce D. Loucks
City Manager

BDL/mpa





September 29, 2011

To Whom It May Concern:

On September 22, 2011, the Broward City County Management Association (BCCMA) conducted a regular meeting to discuss a number of issues. One of the topics was discussion of regional communications in Broward County.

A presentation was made by the Chairman of the Broward County League of Cities Public Safety Committee regarding regional communications in general and more specifically regarding the Committee's Resolution 2011-PS-01. The resolution supports cooperative consolidation of E-911 and Dispatch Communications.

A vote was cast to endorse and support the Broward County League of Cities Resolution 2011-PS-01, which includes similar positions made by the Broward County Fire and Police Chiefs Associations.

The Broward City County Management Association is hereby requesting Broward County to develop an implementation team to develop expeditiously an "Implementation Plan" for cooperative consolidation of E-911 Communications and Dispatching services. Furthermore, ensure that all affected agencies, including the Fire Rescue Service Council, be involved in the evaluation and implementation.

Sincerely,

Bruce D. Loucks
President

**BROWARD COUNTY LEAGUE OF CITIES
PUBLIC SAFETY COMMITTEE
RESOLUTION NO. 2011-PS-01**

A RESOLUTION OF THE PUBLIC SAFETY COMMITTEE OF THE BROWARD COUNTY LEAGUE OF CITIES SUPPORTING COOPERATIVE CONSOLIDATION OF E-911 AND DISPATCH COMMUNICATION; ADOPTING AND SUPPORTING THE RESOLUTIONS OF THE FIRE CHIEFS ASSOCIATION OF BROWARD COUNTY AND THE BROWARD COUNTY CHIEFS OF POLICE ASSOCIATION; REQUESTING THAT BROWARD COUNTY, IN COOPERATION WITH BROWARD LEAGUE OF CITIES, ESTABLISH A "CONSOLIDATION COMMUNICATIONS COMMITTEE" MADE UP OF REPRESENTATIVE POLICE AND FIRE CHIEFS AND CITY MANAGERS TASKED WITH DEVELOPING EXPEDITIOUSLY AN "IMPLEMENTATION PLAN" FOR COOPERATIVE CONSOLIDATION OF E-911 COMMUNICATIONS AND DISPATCH; REQUESTING THAT ANY PLAN FOR IMPLEMENTATION BE FAIR AND MUST INCLUDE REPRESENTATIVE GOVERNANCE OF PARTICIPATING AGENCIES (INCLUDING POLICE AND FIRE CHIEFS), A PROFESSIONAL, UNIFIED STRUCTURE WITH ACCOUNTABILITY BASED UPON PERFORMANCE METRICS, AND AN EQUITABLE FUNDING SCHEME FOR PARTICIPATING AGENCIES THAT ADHERES TO SECTION 5.03(A) OF THE COUNTY CHARTER, AS AMENDED PURSUANT TO THE VOTER REFERENDUM; AND, REQUESTING THAT THE BOARD OF DIRECTORS OF THE BROWARD LEAGUE OF CITIES AND BROWARD CITY COUNTY MANAGEMENT ASSOCIATION CONSIDER PASSAGE OF A SIMILAR RESOLUTION IN SUPPORT OF COOPERATIVE CONSOLIDATION OF E-911 COMMUNICATIONS AND DISPATCH

WHEREAS, the Public Safety Committee of the Broward League of Cities has been tasked with consideration of cooperative consolidation of E-911 communications and dispatch services in Broward County, Florida; and

WHEREAS, The Department of Homeland Security Presidential Directive #5 states:

"Homeland Security Presidential Directive 5 serves to enhance the ability of the United States to manage domestic incidents by **establishing a single, comprehensive national incident management system**. This management system is designed to cover the prevention, preparation, response, and recovery from terrorist attacks, **major disasters**, and other emergencies. **The implementation of such a system would allow all levels of government throughout the nation to work efficiently and effectively together.**" (emphasis added);

and

WHEREAS, in 2002, the Citizens in Broward County voted overwhelmingly to amend the Broward County Charter to provide the establishment and funding of a communications infrastructure for fire and emergency medical services to facilitate closest unit response for life-threatening emergencies, and support for regional specialty teams; and

WHEREAS, Section 5.03(A) of the Broward County Charter states:

"The County Commission with cooperation from Municipalities shall establish a countywide communications infrastructure for fire and emergency medical services. The County shall provide funding for the communications infrastructure and all service providers will utilize the elements of the communications infrastructure. The communications infrastructure shall facilitate closest unit response for life-threatening emergencies and support for regional specialty teams." (emphasis added);

and

WHEREAS, since 2010, hundreds of hours have been dedicated to analyzing the feasibility of cooperative consolidation of the Public Safety Answering Points ("PSAPs");

WHEREAS, in 2010, the Broward League of Cities initiated a "Public Safety Answering Points Task Force," a multi-jurisdictional and multi-disciplinary team of public safety professionals, staff, and elected officials; and

WHEREAS, in 2010, the Broward City County Management Association created a committee to review the equitable operation and funding of PSAPs and requested a technical analysis on consolidation by the Communications Technology Division of Broward Sheriff's Office; and

WHEREAS, on October 21, 2010, the Communications Technology Division of the Broward Sheriff's Office issued an extensive "Consolidation Feasibility Analysis" which highlighted that there were 13 different PSAPs for the purposes of E-911 Communications and Dispatch which provide differing levels of performance, costs per call, and equipment utilization; and

WHEREAS, as identified by the "Consolidation Feasibility Analysis", most of the current PSAPs are not hardened to a category 5 hurricane rating; and

WHEREAS, the "Consolidation Feasibility Analysis" concluded 911 Dispatch operations for all Broward County Police, Fire, EMS, and Sheriff agencies should be

fully consolidated into three PSAPS under a unified organizational structure, which will improve citizen/officer safety, eliminate call transfers which result in delayed response, result in significant cost savings, and promote efficient and cost effective migration to new technologies; and

WHEREAS, the "Consolidation Feasibility Analysis" was considered by the Public Safety Answering Points Task Force, Public Safety Committee of the Broward County League of Cities, the Broward City County Management Association, the Fire Chiefs Association of Broward County, and the Broward County Chiefs of Police Association; and

WHEREAS, the Fire Chiefs Association of Broward County and the Broward County Chiefs of Police Association have passed resolutions establishing consensus that the county-wide consolidation of E-911 Communications and Dispatch services:

- * is technically feasible, desirable and will improve service;
- * will reduce delay in transfer of emergency calls;
- * will result in faster emergency response times;
- * will enhance interoperability and coordination amongst responding agencies;
- * will result in fewer errors due to standardized call handling and dispatch protocols;

and

WHEREAS, there are models of cooperative consolidation of communications throughout the country that have identified the benefits of consolidation as highlighted by the Fire Chiefs Association of Broward County, the Broward County Chiefs of Police Association, and the "Consolidation Feasibility Analysis".

NOW, THEREFORE, the Public Safety Committee of the Broward League of Cities hereby resolves as follows:

Section 1. The foregoing "WHEREAS" clauses are true and correct and hereby ratified and confirmed by the Public Safety Committee of the Broward County League of Cities;

Section 2. The Public Safety Committee of the Broward County League of Cities supports cooperative consolidation of E-911 and Dispatch Communication;

Section 3. The resolutions of the Fire Chiefs Association of Broward County and the Broward County Chiefs of Police Association are adopted and supported by the Broward County League of Cities;

Section 4. Broward County, in cooperation with the Broward League of Cities, must establish a "Consolidation Communications Committee" made up of representative Police Chiefs, Fire Chiefs, and City Managers tasked with developing expeditiously an "Implementation Plan" for cooperative consolidation of E-911 communications and dispatch;

Section 5. Any plan for implementation must be fair and include representative governance of participating agencies (including Police Chiefs and Fire Chiefs); a professional, unified structure with accountability based upon performance metrics; and an equitable funding scheme for participating agencies that adheres to Section 5.03(A) of the County Charter, as amended pursuant to the voter referendum;

Section 6. Requests the Broward City County Management Association consider passage of a similar resolution in support of cooperative consolidation of E-911 communications and dispatch;

Section 7. Requests that the Board of Directors of the Broward League of Cities consider passage of a similar resolution in support of cooperative consolidation of E-911 communications and dispatch;

Section 8. This Resolution shall become effective immediately upon its passage and adoption.

PASSED AND ADOPTED BY THE PUBLIC SAFETY COMMITTEE OF THE BROWARD COUNTY LEAGUE OF CITIES ON THIS 14th DAY OF SEPTEMBER, 2011.

**BROWARD COUNTY LEAGUE OF CITIES
PUBLIC SAFETY COMMITTEE**

By  _____
Mayor Michael Ryan, Chair



Broward County Chiefs of Police Association

PRESIDENT

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SERGEANT-AT-ARMS

Chief Frank Adderly
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On Wednesday, September 07, 2011, the Broward County Chiefs of Police scheduled a special meeting in Sunrise, Florida to discuss regional communications in Broward County.

A majority (10-2 in favor) of those present cast a vote to support this position statement:

Because the consolidation of E-911 Communications and Dispatch services is technically feasible, desirable and will improve service;

Will reduce delay in the transfer of emergency calls;

Will result in faster emergency response times;

Will enhance interoperability and coordination amongst responding agencies;

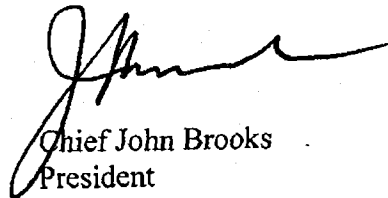
Will result in fewer errors due to standardized call handling and dispatch;

Shall include a representative governance board of participating agencies, including police and fire chiefs;

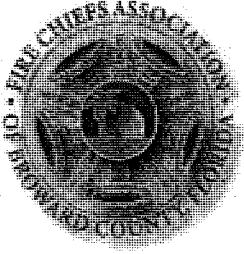
Shall have a professional, unified structure with accountability based upon performance metrics;

And must be funded in a fair manner;

The Broward County Chiefs of Police Association therefore is requesting Broward County to develop a County Board, or implementation team, to develop chronology for implementation, a proposed governance structure, and funding scheme.



Chief John Brooks
President



President

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On September 1, 2011, the Fire Chiefs' Association of Broward County held their regular monthly meeting at the Broward County Emergency Operations Center.

A unanimous vote was cast to support this position statement:

Because the consolidation of E-911 Communications and Dispatch services is technically feasible, desirable and will improve service;

Will reduce delay in the transfer of emergency calls;

Will result in faster emergency response times;

Will enhance interoperability and coordination amongst responding agencies;

Will result in fewer errors due to standardized call handling and dispatch protocols;

Should include a representative governance board of participating agencies, including fire and police chiefs;

Should have a professional, unified structure with accountability based upon performance metrics;

And must be funded in a fair manner;

The Fire Chiefs' Association of Broward County therefore is requesting Broward County to develop a County Board, or implementation team, to develop chronology for implementation, a proposed governance structure, and funding scheme.

Norman B. Rynning
President

**Federation of
Public
Employees
Cooperative
Consolidations
Report**

BROWARD COUNTY, FLORIDA
PUBLIC SAFETY ANSWERING POINTS (PSAPS)
COOPERATIVE CONSOLIDATION OF
E-911/DISPATCH COMMUNICATIONS REPORT

NOVEMBER 29TH, 2011

Provided to:

BROWARD COUNTY CONSOLIDATION
COMMUNICATIONS COMMITTEE



Presented by:

THE FEDERATION OF PUBLIC EMPLOYEES
(AFL-CIO)



November 29, 2011

The Honorable Michael J. Ryan
City Commission Office
10770 West Oakland Park Boulevard
Sunrise, FL 33351

Dear Mayor Michael Ryan, Commissioner Lois Wexler, and distinguished members of the Broward County Consolidation Communications Committee, my name is Scott J. Perrin of the Federation of Public Employees where I serve as a Master Steward representing approximately 400 of BSO's E911 Communications Operators/Dispatchers under the leadership of FOPE President Daniel Reynolds and Business Representative Frederick W. McCrone.

I am honored to present to the members of the Broward County Consolidation Communications Committee, this report on behalf of the Federation of Public Employees. This Committee's members were selected from a wide representation of individuals whose professional experience will certainly add to meaningful dialogue on technical operations, governance and funding of a regional communications system.

While we recognize the unfortunate fact that your Committee does not have any representatives of labor as committee members that might speak and vote on behalf of all Broward County E911/Dispatchers irrespective of any one agency; we do feel encouraged by the fact that the Honorable Mayor of Sunrise has made it clear that although not everyone who has given this concept thought can be on the Committee but that does not mean ALL stakeholders and those interested are not welcome to participate in a meaningful manner including input and analysis.

Labor of course, remembers Mayor Ryan's words in April of this year in Tallahassee where he explained to the State Legislature, "We enjoy a positive relationship with our Unions because we feel they are part of the solution not part of the problem." And we thank him for his words and thoughtfulness both then and now.

The Federation of Public Employees hopes to add not only a labor perspective on this topic with our report but remains absolutely resolute to working with our partners on the Committee and our fellow residents of Broward County to ensure that at the conclusion of this process, what we all end up with as a community; is the best E911 Communications System not only in the State of Florida but in the Nation.

Sincerely,

Scott J. Perrin
Federation of Public Employees

1.0 HISTORICAL BACKGROUND:

In 1974, the 911 program in Florida was initiated by passage of the Florida Emergency Telephone Act, Florida Statute 365.171. Based on the initial legislative mandate, Department of Management Services (DMS) contracted with the Stanford Research Institute to produce a study of 911 possibilities in Florida. The result was the document titled *911 in Florida: A System Concept*, published in August 1974. This report was a stepping-stone in preparing the original Florida 911 plan. Many concepts developed under this contract have been utilized by other states as well as the federal government.

In developing the original 911 plan, engineers from DMS met with the Boards of County Commissioners of all 67 Florida counties to explain the program. In most counties, 911 committees were formed consisting of representatives from the various public safety agencies. Numerous meetings were held during which approaches were considered, and alternatives developed. Studies were prepared by DMS of various system configurations for county consideration. The result was a 911 system plan for each county, with the exception of Miami-Dade County, which was already planning an enhanced system that offered selective routing. The Miami-Dade system became a forerunner of an advanced E911 system.

A historical discussion of 911 in Florida would be incomplete without mentioning funding. During the period of 1976 through 1982, the Florida Legislature appropriated funds to DMS that were used to assist counties in implementing 911 systems. These funds were distributed to the counties through grant applications to cover the nonrecurring cost of establishing these early 911 systems.

In 1985, legislation was passed that allowed counties to establish a fee of up to 50 cents on telephone access lines (wireline) for a period not to exceed eighteen (18) months. The fee was to provide for nonrecurring costs associated with 911 system start up. In 1989, the legislature extended the collection period to thirty-six (36) months.

In 1987, the legislature greatly expanded the funding revenues by allowing recurring costs of 911 systems to be included in the fees on telephone access lines. For the first time, this provided operational costs from a source other than the county's general revenue fund. The legislature specified the items of equipment and services eligible for payment from these fees and stipulated that the total amount collected on wireline subscribers could not exceed 50 cents per month per line.

In 1991, legislative changes removed the requirement for annual DMS approval of a county's recurring fee and specified that a fund be established exclusively for 911 fee revenues and expenditures. The changes also required that monies in the fund be used only for specified purposes and required an annual financial audit of the fund to be conducted and forwarded to DMS. In addition, it also provided for a yearly carry forward of funds, while more clearly defining those costs eligible for expenditure of 911 fee revenues.

In 1999, the 911 legislation was passed that addressed the rapidly expanding wireless industry and its effect on 911 systems. This legislation established a statewide fee of 50 cents per month for each wireless telephone billed within Florida, to be administered by a State Wireless 911 Board appointed by the Governor.

In 2002, the Citizens of Broward County voted overwhelmingly to amend the Broward County Charter to provide as Section 5.03(A) states “The County Commission with cooperation from Municipalities shall establish a countywide communications infrastructure for fire and emergency medical services. The County shall provide funding for the communications infrastructure and all service providers will utilize the elements of the communications infrastructure. The communications infrastructure shall facilitate closest unit response for life threatening emergencies and support for regional specialty teams.”

In 2005, The Broward County Commission explored a motion to approve in concept an agreement with Motorola for the lease or lease purchase of a joint use dispatch center and directed staff to begin negotiations with Motorola. Motorola offered to construct a 30,000 sq ft dispatch center on the grounds of their facility located at 8000 Sunrise Boulevard, in the City of Plantation. That exploration determined that a joint use facility offered several advantages to the County and BSO.

The County staff explained it may be possible to construct a facility that meets BSO’s operational needs faster and at less cost to the County. Motorola’s offer included land and adequate parking within the secure site. It would be a turnkey facility which minimized change orders and would insure that the building is designed to house the Motorola equipment which is 50% of the project budget.

The agreement with Motorola was initially to last for a minimum of a 50 year term. We have included both the agenda item and the letter presented to then Assistant County Administrator Pete Corwin from William E. King, III Division Controller for Motorola to this report.

In 2007, E911 legislation was passed to address the rapidly expanding communication services, including VoIP and next generation equipment and devices and their impact on E911 systems. This legislation changed the local option fee to a statewide fee of 50 cents per month on all communications capable of accessing E911 services within Florida and expanded the Wireless 911 Board to an E911 Board.

In 2010, legislative changes concerning E911 redefined the term 911 public safety telecommunicators and expanded the 911 allowable expenditures list to include fees associated with the Department of Health (DOH) for the certification and recertification of 911 public safety telecommunicators (a public safety dispatcher or 911 operator), employed at a public safety answering point, whose duties and responsibilities include the answering, receiving, transferring, and dispatching functions related to 911 calls or supervising or serving as the command officer to a person or persons having such duties and responsibilities.

The Broward League of Cities initiated a “Public Safety Answering Points Task Force,” a multi-jurisdictional and multi-disciplinary team of public safety professionals, staff, and elected officials.

The Broward City County Management Association created a committee to review the equitable operation and funding of PSAPs and requested a technical analysis on consolidation by the Communications Technology Division of the Broward Sheriff’s Office.

On October 21, 2010, the Communications Technology Division of the Broward Sheriff’s Office issued a “Consolidation Feasibility Analysis” with some of its reporting highlighting priorities explaining there are currently 13 different PSAPs for the purposes of E-911 Communications and Dispatch which provide differing levels of performance, costs per call, and equipment utilization.

This report also articulated that most of the current PSAPs are not hardened to a category 5 hurricane rating and concluded that 911 Dispatch operations for all Broward County Police, Fire, EMS, and Sheriff agencies should be fully consolidated into three PSAPs under a unified organizational structure, which could improve citizen and officer safety, possibly eliminate call transfers which can result in delayed response, can result in significant cost savings, and promote a more efficient and cost effective migration to new technologies.

On September 14, 2011, the Public Safety Committee of the Broward County League of Cities led by Mayor Michael Ryan as Chair passed and adopted its support of cooperative consolidation of E-911 and Dispatch Communication; and with resolutions from both the Fire Chiefs Association of Broward County and the Broward County Chiefs of Police Association adopted and supported by the Broward County League of Cities established a “Consolidation Communications Committee” which is made up of representative Police Chiefs, City Managers, and Elected Officials tasked with Developing expeditiously an “Implementation Plan” for cooperative consolidation of E-911 communications and dispatch.

On October 28, 2011, as requested by the Broward County Commission at its meeting held on October 25, 2011 Mayor Michael Ryan provided by the League of Cities Public Safety Committee presented for approval its suggested Broward County Consolidation Communications Committee membership list.

On November 1, 2011, the motion was received at the Broward County Commission Regular meeting for a motion to accept the nominations list and designated Broward County Commissioners Wexler and Commissioner LaMarca to serve on the Consolidation Communications Committee.

On November 10, 2011, The Broward County Consolidation Communications Committee met and established three further sub-committees, those being Operations, Funding, and Governance respectively to provide a directed effort to tackle each of the specific areas needs effectively and efficiently.

1.1 OUR FINDINGS IN SUMMARY:

1. Broward County has no one board, office or person with the authority to monitor how effectively calls for emergency assistance are handled, and has no comprehensive data to assess error rate, response time or any other measure of the delivery of emergency service.
2. The staffing number indicated in CTD report is inconsistent with State E911 requirements of being required to staff at levels that provide adequate service to the public. The state E911 plan specifies that calls should be answered in 10 seconds 90 percent of the time (20 seconds for TDD lines). Keeping staff levels high enough to meet this standard has been identified across the state as a problem. Combined with ever increasing call loads, 911 callers will be waiting longer for an answer if the CTD report is allowed to persist in its assumed estimate of the needed E911 Call Taker/Dispatcher numbers required for a Broward County Consolidated Regionalized Emergency Communications System.
3. Broward County is not taking full advantage of the E911 funding for the purposes of E911 Call Taking allowed under the State Statute.
4. Broward County's 911 calls are answered in 12 PSAP call centers, all with their own standards for training, protocol and equipment. Florida recently enacted Pursuant to section 401.465(2)(a), Florida Statutes, any public agency employee whose duties and responsibilities include answering, receiving, transferring, and dispatching functions related to 911 calls or supervising or serving as the command officer to a person or persons having these duties and responsibilities at a public safety answering point is required to be certified by the Department of Health by October 1, 2012. Training requirements are dependent upon personnel's length of employment as a 911 public safety telecommunicator, but does not yet provide a mandated training curriculum for 911 Call Takers/Dispatchers. As a result, centers do not necessarily employ industry best practices and standards, and County residents receive uneven levels of service.
5. Broward's coordination of equipment used for emergency response remains incomplete or incompatible and hinders seamless communication throughout each of the individual municipalities. Broward County has made significant progress in incorporating new technology into the 911 system, but other infrastructure vulnerabilities have been unaddressed.

In short, the report revealed that Broward does not have a 911 "system," but rather a patchwork of agencies, protocols and technologies cobbled together to respond to 911

calls. To create a “seamless end-to-end” emergency response system, Broward must overcome the fragmentation and establish a coordinated 911 emergency response system with proper oversight and sufficient funding.

2.0 STAFFING NUMBER INDICATED IN CTD REPORT INCONSISTANT WITH STATE E911 REQUIREMENTS

On October 21st, 2010 the Communications Technology Division (CTD) presented to the Broward City/County Management Association (BCCMA) a report titled “PUBLIC SAFETY ANSWERING POINTS (PSAPs) CONSOLIDATION FEASIBILITY ANALYSIS”

Within this Analysis some very controversial statements/suggestions were provided to the (BCCMA) and eventually to the Broward County Communications Consolidation Committee through it. Under the heading of “3 PSAP Consolidated Scenario Assumptions” on page “1-4” of this report a rather concerning assumption was indeed put forward by CTD. In this report the members of CTD attempt to explain that, “The requirement for a 3 PSAP Consolidated scenario requires fewer FTEs,” (Full Time Employees) “representing a 20% reduction in FTE, at an estimated annual savings of \$7,779,118.”

This suggested “assumption” as the report identifies itself is not only an extremely exaggerated figure but borders on a rather disingenuous statement. If this Committee is somehow allowed to be misled by this report’s assumptions masquerading as fact it could unknowingly be placing the residents and visitors of Broward County in possibly very life threatening situations.

At the PSAP level, agencies are required to staff at levels that provide adequate service. The state E911 plan specifies that calls should be answered in 10 seconds 90 percent of the time (20 seconds for TDD lines). Keeping staff levels high enough to meet this standard has been identified across the state as a problem. Combined with ever increasing call loads, 911 callers will be waiting longer for an answer if the CTD report is allowed to persist in its assumed estimate of the needed E911 Call Taker/Dispatcher numbers required for a Broward County Consolidated Regionalized Emergency Communications System.

The CTD report does not seem to be taking the States E911 Plans intent, “*answered in 10 seconds 90 percent of the time*” seriously although it does on occasion pay homage to it in a passing way.

However the Florida State E911 plan makes the requirement for establishing the level of necessary staff perfectly clear, “3.2.1.1(E). *(All PSAPs shall be staffed with an adequate number of answering positions to ensure that a minimum of 90 percent of voice calls*

shall be answered within 10 seconds of call arrival at the PSAP and 20 seconds for TTY device calls.)”.

More so the state E911 plan explains how this is to be accomplished, “**3.3.2.1 Call taker Positions and Staffing**

*(The number of call taker answering positions required to adequately answer and handle 911 calls has historically been determined by the **busy hour call volume and the required grade of service**. The grade of service is the probability of a caller having to wait more than a certain length of time before a call taker answers the phone. Technical Standard Section 3.2.1.1(E) specifies that the probability of a caller having to wait more than 10 seconds should occur less than 10 percent of the time. Conversely, 90 percent of all the voice callers should have their calls answered in 10 seconds or less during the average busy hour and 20 seconds for TTY device callers.)”*

On November 15th 2011 while compiling our report and after confirming with the Florida State 911 Coordinator Mr. Wink Infinger we were assured that, “*The number of call taker answering positions required to adequately answer and handle 911 calls has historically been determined by the **busy hour call volume and the required grade of service.**” although the method for determining the busy call hour has become more technologically sophisticated and is now identified using what is called a Management Information System or more commonly known in the industry circles as (MIS), the end result is still the same.*

Example #1: Public Safety Building – Broward County Sheriff’s Office – POSITRON report of Call Count Busy Hour for November 8th, 2011

Busy Hour Call Volume: 1500hrs (3 PM EST) = 318 calls received
318 calls divided by 60 minutes in the hour = 5.3 calls per minute received
2.5 minutes per call to process for service (CTDs own report)

Six 911 calls per minute multiplied by 3 minutes = 18 E911 Call Takers

Resulting positions/staffing requirement under E911 plan = 18 E911 Call Takers for that hour alone are needed to achieve the 90% in 10 second state requirement.

We have intentionally used the same staffing method; ”APCO’s project RETAINS” put forward by the CTD report on page 4-1., in an effort to provide an “apples to apples” comparison. This method indicates for each full-time position in an E911 communications center operated on a 24/7 basis 5.8 people are needed. Below we have broken down these required FTE’s amounts for the Committees review based on this correlation.

CDC 1 – Public Safety Building: Estimated Frontline Staffing Levels

18 Call takers multiplied by 6 = 108 Full Time Employee's for Call taking at PSB
17 Dispatch positions multiplied by 6 = 102 Full Time Employee's for Dispatch at PSB
5 Relief positions multiplied by 6 = 30 Full Time Employee's for Relief at PSB
3 Teletype positions multiplied by 6 = 18 Full Time Employee's for Teletype at PSB
4 Emergency Medical 911 positions multiplied by 6 = 24 Full Time Employee's at PSB
4 Non-emergency positions multiplied by 6 = 24 Full Time Employee's at PSB

The above staffing requirement for frontline line personnel at the PSB alone has been identified as 306 FTE's. The Public Safety Building at the Sheriff's Office only has approximately 225 FTE's so as you can see it is already short 81 FTE's. *(These estimated numbers do not include Duty Officers or Site Managers which would also be required to effectively operate any PSAP's span of control.)*

EXAMPLE #2: Ft. Lauderdale PSAP – CDC 2 - POSITRON report of Call Count Busy Hour for November 9th, 2011

Busy Hour: 1100hrs (11 AM EST) = 107 calls received
107 calls divided by 60 minutes in the hour = 1.78 calls per minute received
2.5 minutes per call to process for service (CTDs own report)

Resulting positions/staffing requirement under E911 plan = 6 E911 call takers for that hour alone are needed to achieve the 90% in 10 second state requirement.

CDC 2 – Ft. Lauderdale PSAP: Estimated Frontline Staffing Levels

6 Call takers multiplied by 6 = 36 Full Time Employee's for Call taking at CDC2
3 Dispatch positions multiplied by 6 = 18 Full Time Employee's for Dispatch at CDC2
2 Relief positions multiplied by 6 = 12 Full Time Employee's for Relief at CDC2
2 Teletype positions multiplied by 6 = 12 Full Time Employee's for Teletype at CDC2

The above staffing requirement for frontline line personnel at the Ft. Lauderdale PSAP alone has been identified as 78 FTE's. *(These estimated numbers do not include Duty Officers or Site Managers which would also be required to effectively operate any PSAP's span of control.)* ***In this example the FTE numbers do not include the Fire Services Dispatchers employed at the City of Ft. Lauderdale which would also have to be calculated into any regionalized concept for a more accurate required number of FTE's at CDC2.***

In just these two locations the estimated required Call Takers and Dispatcher numbers totals 384. This personnel number does not include some of our County's most busy Cities. Still absent in these estimated E911 Call Taker/Dispatcher FTE numbers include populace cities like Coral Springs, Hollywood, Pompano, Sunrise, Pembroke Pines, Plantation, Coconut Creek, Margate, Miramar, Etc... Clearly the CTD report is severely under estimating the required number of E911 Call Takers/Dispatchers needed under

both the Florida State E911 plan and the Florida State Statute 365.171(2), (3), (4), and (5).

As the Committee can now see in order to achieve a true and accurate number for the number of E911 Call Takers/Dispatchers required within Broward County each PSAP would have to determine its normal busy hour within a 24 hour period and then apply each of the above formula's to determine its required frontline staffing. Then each of these totals would have to be added for a reasonable workable estimate to be achieved.

Then and only then could a proper baseline of current and future staffing models be established with any assured accuracy regarding frontline staffing levels for E911 Call Takers/Dispatchers. Remember that the above disclaimer(s) explained that these baseline totals "*would not include Duty Officers or Site Managers which would also be required to effectively operate any PSAP's span of control.*" Or in the case of Ft. Lauderdale, "*In this example the FTE numbers do not include the Fire Services Dispatchers employed at the City of Ft. Lauderdale which would also have to be calculated into any regionalized concept for a more accurate number of personnel required for FTE's at CDC2*" or any other location where the call volume for Ft. Lauderdale's CDC2 would be handled.

The residents and visitors of Broward County deserve a Regional E911 Communication System that is being based on lawful, true, and realistic estimates of the necessary Emergency Staffing levels and not a CTD report containing faulty staffing data guised as fact even though large portions of it correctly and admittedly declare itself "assumptions". The Broward County Consolidation Communications Committee would be laying a flawed foundation and taking Broward County down a path of providing substandard services to those most in need if this were allowed to persist.

2.1 OTHER RELATED STAFFING CONSIDERATIONS

Broward County is not taking full advantage of the E911 funding for the purposes of E911 Call Taking allowed under the State Statute. It has been declared on page 6-4 of the CTD report that the E911 Call Taker is part of the Operational Structure of an emergency call insinuating that because of that E911 Call Takers are not able to be funded by the State of Florida. This is wholly inaccurate and untrue.

The State Statute clearly declares in Chapter 365.172 Section (9) "**(9) AUTHORIZED EXPENDITURES OF E911 FEE.—**

(a) For purposes of this section, E911 service includes the functions of database management, call taking, dispatching, location verification, and call transfer.

(b) All costs directly attributable to the establishment or provision of E911 service and contracting for E911 services are eligible for expenditure of moneys derived from imposition of the fee authorized by this section. These costs include the acquisition, implementation, and maintenance of Public Safety Answering Point (PSAP) equipment

*and E911 service features, as defined in the Public Service Commission's lawfully approved 911 and E911 and related tariffs or the acquisition, installation, and maintenance of other E911 equipment, including call answering equipment, call transfer equipment, ANI controllers, ALI controllers, ANI displays, ALI displays, station instruments, E911 telecommunications systems, visual call information and storage devices, recording equipment, telephone devices and other equipment for the hearing impaired used in the E911 system, PSAP backup power systems, consoles, automatic call distributors, and interfaces, including hardware and software, for computer-aided dispatch (CAD) systems, integrated CAD systems for that portion of the systems used for E911 call taking, network clocks, **salary and associated expenses for E911 call takers for that portion of their time spent taking and transferring E911 calls**, salary and associated expenses for a county to employ a full-time equivalent E911 coordinator position and a full-time equivalent mapping or geographical data position and a staff assistant position per county for the portion of their time spent administrating the E911 system, **training costs for PSAP call takers, supervisors, and managers in the proper methods and techniques used in taking and transferring E911 calls**, costs to train and educate PSAP employees regarding E911 service or E911 equipment, including fees collected by the Department of Health for the certification and recertification of 911 public safety telecommunicators as required under s. 401.465, and expenses required to develop and maintain all information, including ALI and ANI databases and other information source repositories, necessary to properly inform call takers as to location address, type of emergency, and other information directly relevant to the E911 call-taking and transferring function. Moneys derived from the fee may also be used for next-generation E911 network services, next-generation E911 database services, next-generation E911 equipment, and wireless E911 routing systems.*

(c) The moneys may not be used to pay for any item not listed in this subsection, including, but not limited to, any capital or operational costs for emergency responses which occur after the call transfer to the responding public safety entity and the costs for constructing, leasing, maintaining, or renovating buildings, except for those building modifications necessary to maintain the security and environmental integrity of the PSAP and E911 equipment rooms."

If the costs associated with E911 call taking were correctly being funded such cost savings of the approximately \$68,336 average Salary and Benefit cost per employee would be in the range of \$7,380,288 cost savings for our Public Safety Building E911 Call Taker estimate alone. We have been amazed during our investigation for this report that the Communication Technology Division continually has provided false pretense that E911 Call Takers were not covered under the E911 fee given the ease of which we discovered this very important fact in the State Statute.

Because so many PSAPs have difficulty recruiting staff, E911 employees often are required to serve mandatory overtime. Some call center managers have admitted that this has led to problems in overall morale and retention. Under the CTD's report there is an approximate 19% attrition rate for E911 Call Takers/Dispatchers. This fact has also flown directly in the face of the data put out by the report that 113 E911 Call Taker/Dispatchers

could be lost to Broward County under any consolidation plan using the “assumption” of an economy of scale argument. The numbers of individual 911 calls are nonnegotiable is the amount of time required under the Florida E911 Act to handle them with the necessary high GOS (Grade of Service) which is 90% in 10 seconds.

Critical errors contained within the CTD analysis like this are a large part of the reason why the Communication Consolidation Committee might not proceed with an accurate picture of what is needed for a Regional System to properly function, as multiple layers of governance result in an emergency response system that is far from seamless. In today’s tougher economic times such oversights intentional or otherwise are unacceptable. We must all demand a thorough and methodical review of the staffing requirements and the available funding provided by the E911 fee.

Other recommendations that were not discussed in the CTD report from groups including the Association of Public Safety Communication Officials (APCO), which seeks increased professionalization of the state’s call taking function, suggested enhanced retirement benefits and improved pay for call takers as ways that state and local governments could improve the system.

We have found a system that falls short in fundamental aspects of any public service: the ability to measure the success of outcomes, the dedication of sufficient resources, and the provision of an equal level of service to every resident and visitor. These failings can be directly attributed to the current governance method and the assumptions they are functioning under.

State Statute requires counties to designate a 911 coordinator but does not set forth the responsibilities of the position. Individual counties determine who will act as coordinator, where the coordinator will be located and what responsibilities fall to the coordinator. Yet if that person is not knowledgeable of even the State Statutes governing their position then what Broward County inevitably ends up with is an inferior E911 model being proposed that will fail to address the needs of our residents.

3.0 STANDARD REQUIREMENTS

We do agree with the obvious suggestion made that any Regional E911 System for the County should have, staff standardized training and certification, a standard operational procedure that is not cumbersome but effective, that each of the established PSAP’s be governed under the same universal authority, that each PSAP have the same CAD and radio systems for seamless end to end response.

4.0 REQUIRED NUMBER OF PSAPS

We do not agree with the CTD position that having only 3 centralized PSAP’s is the way to establish our Regional E911 System. We believe that if one of the 3 proposed category 5 sites were to suffer a technical difficulty, a natural or man made disaster, or any other

situation that would cause it to shut down, the remaining two locations could not provide the necessary service as determined under State Statute. We would propose therefore that a 4th location be provided in the event of such a contingency. This would only be prudent and in line with previous reports stating the need for a fully functional back up facility in the case of such an event.

5.0 CAD AND RADIO INTEROPERABILITY

Broward's coordination of equipment used for emergency response remains incomplete or incompatible and hinders seamless communication throughout each of the individual municipalities. Broward County has made significant progress in incorporating new technology into the 911 system, but other infrastructure vulnerabilities have been unaddressed.

In an effort not to duplicate the same data provided previously we would respectfully direct the Committee to page(s) 2-4, 4-7 of the CTD report for further understanding of the many different technological and radio systems operating in Broward County.

In closing the Federation believes that consolidating the E911 Communications structure of Broward County can be done. We believe that residents and visitors of the county would benefit from such a regionalization of service. We believe that if approached methodically and within State Statute our E911 system could become a model not only for the remainder of our State but for the Nation.

IN CLOSING

We appreciate the time you have given us to provide this important narrative, throughout the process of collecting and analyzing this data these recommendations have remained our own and have not been influenced by anyone else's agenda, political or otherwise. These recommendations do not represent the views of any other organization.

The report writer had no goal other than supporting and improving Broward County's E911 Communications emergency response system. The sole purpose of this report is to describe, as objectively as possible, the E911 emergency response system in Broward County with special emphasis placed on the necessary staffing requirements for any proposed consolidation of communication service.

It is hoped that the study will be helpful to anyone seeking to understand the complexities of E911 communications in Broward County, especially those further motivated to assist in maintaining or improving it. The writer and the Federation remain committed to providing any assistance requested be it public testimony or further written reporting to the Broward County Communication Consolidation Committee.

We have included with this report some of the materials that were determinative in conducting our own report, "*Florida 911: The State of Emergency, POSITRON DATA provided by CDC-1 and CDC-2 as samples, etc...*"

Thank you,

Scott J. Perrin
Federation of Public Employees

PSAP's Current Situation

BROWARD COUNTY
Public Safety Answering Points
(PSAPs) Current Situation
as of June 24, 2010

Presented to:
Broward County City Managers Association
Communications Task Team

***AMENDED BY MIKE RYAN FOR
BROWARD LEAGUE OF CITIES'
PUBLIC SAFETY COMMITTEE MEETING
AUGUST 31, 2011***

2002 Ballot Initiative

The Current Charter does not provide for the coordination of fire-rescue services between the County and Municipalities. Shall the Charter be amended to provide (1) the establishment and funding of a communications infrastructure for fire and emergency medical services to facilitate closest unit response for life-threatening emergencies, and support for regional specialty teams; and (2) the establishment of an advisory Fire-Rescue Council to facilitate coordination between the County and Municipalities? (emphasis added)

Summary: Creates new countywide communications infrastructure between the cities and county fire service departments to provide closes-unit response, and creates an advisory board to make recommendations.

RESULT: 397,014 votes cast, 320,034 approved

80 percent of voters voted for this communications infrastructure Charter amendment.

Broward County Charter
Article V
Public Safety Section 5.03(A)

The County Commission with cooperation from Municipalities shall establish a countywide communications infrastructure for fire and emergency medical services. The County shall provide funding for the communications infrastructure and all service providers will utilize the elements of the communications infrastructure. The communications infrastructure shall facilitate closest unit response for life-threatening emergencies and support for regional specialty teams.

(emphasis added)

Broward County Overview (as of June 24, 2010)

- 13 PSAPs with varying aspects such as...
 - Types of Calls Answered and Dispatched
 - Numbers of Calls Answered and Dispatched
 - 911 Call Answering Performance
 - Costs Per Call
 - Equipment Utilization
 - Structural Strengths of Facilities

Current Broward County PSAP Structure

10 Primary PSAP's
(Police & Fire Rescue)



2 Secondary PSAP's
(Fire Rescue)



1 Backup PSAP
(Police & Fire Rescue)

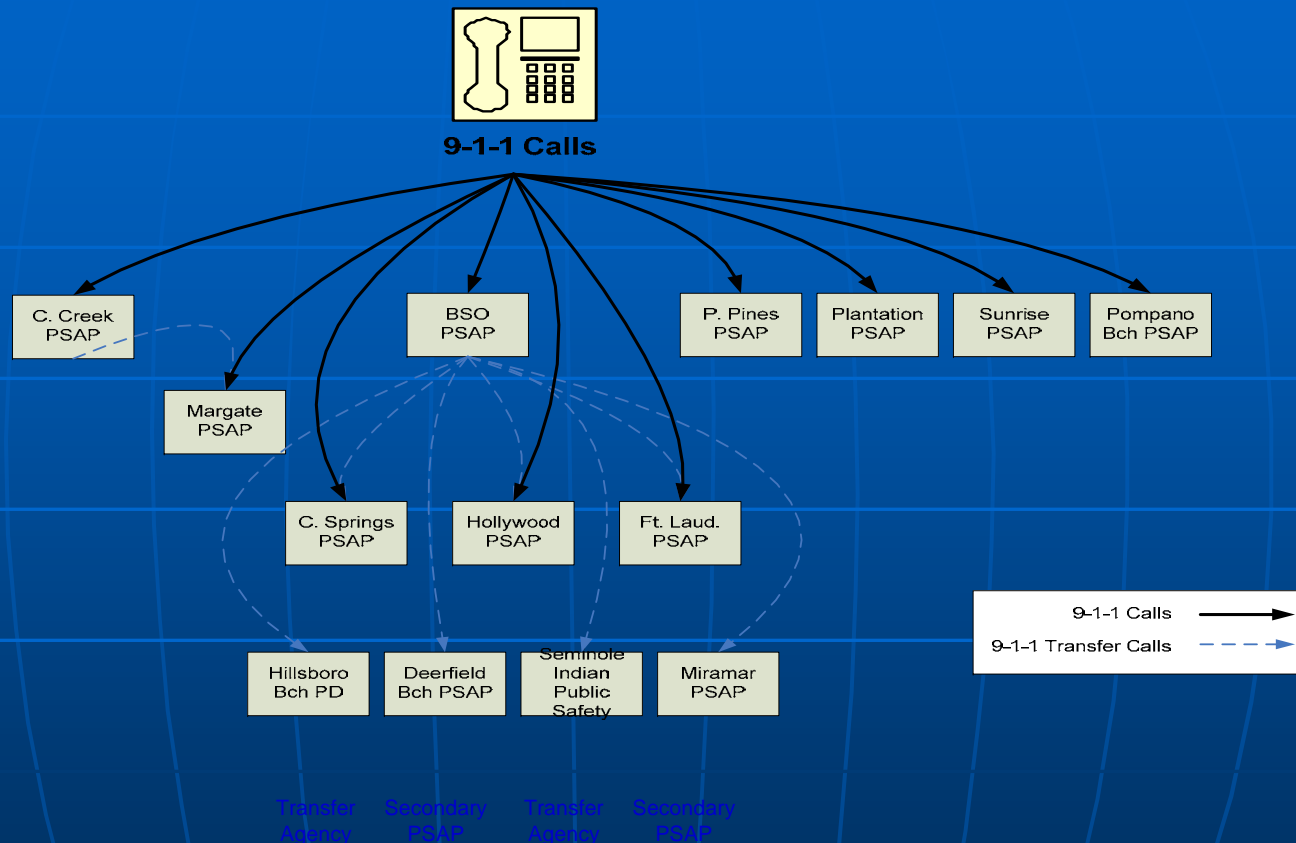


Primary PSAPs		Secondary PSAPs	Backup PSAP
BSO Public Safety Bldg	Coral Springs	Deerfield Beach	Broward EOC
Fort Lauderdale	Plantation	Miramar	
Hollywood	Sunrise		
Pompano Beach	Margate		
Pembroke Pines	Coconut Creek		

- Lack of hardened facilities : 3 out of our 4 highest call volume centers have a Category 2* rating...
Public Safety Building, Fort Lauderdale, Pompano

*Information provided by PSAPs

Broward County 9-1-1 Call Flow Diagram



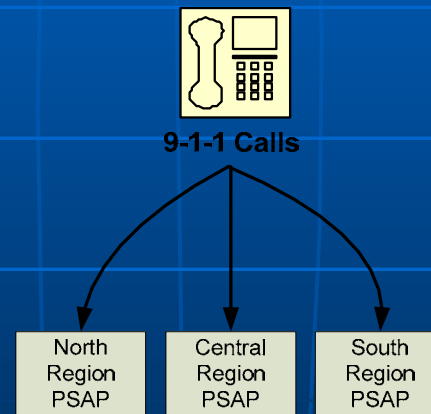
Opportunity To Optimize

Mobile Communications: Impact on Dispatch Performance?

- # of homes with primary use of cell phones (can you find your home phone)?
- # of E-911 calls from cell phones v. landlines increasing?
- Impact?
 - Designed delay in response due to routing;
 - Increased opportunity for errors in dispatch routing;
 - Decrease of service performance.

Broward County 9-1-1 Call Flow Diagram – Consolidation Option (June 24, 2010)

Broward County 9-1-1 Call Flow Diagram Three Regional PSAPs



- Worth a deeper dive investigation?

Charleston County, South Carolina: *A Single Consolidation Model*

- In 2006, community emergency response and elected officials initiated the concept of consolidating public safety dispatch services.
- For feasibility, formed Charleston County Consolidated Dispatch Committee, a multi-jurisdictional group consisting primarily of public safety chiefs appointed by elected officials and the County Administrator.

- Feasibility study was completed in April of 2007 and indicated that consolidating all ten 9-1-1 and dispatch centers in the County was feasible, desirable, and would improve emergency response in Charleston County.
- Developed Inter-governmental Agreements, all executed by January 2008
- "A Consolidated 911 Center would eliminate the need for 911 calls to be transferred to other centers within Charleston County, which takes up valuable time. There is a strong desire to eliminate these built-in delays, and provide more efficient and effective County-wide emergency response."

Charleston County *Working Recommendation:*

- “Begin work now toward consolidating the County's emergency communications.
- Among the planning and transition steps ahead,
 - a governing structure
 - funding mechanisms must be developed,
 - agreements must be executed,
 - a site must be selected
 - a director must be hired.”

Charleston County

Who signed on:

- Charleston County (EMS & Charleston County Sheriff's Office)
- City of North Charleston
- Town of Mount Pleasant
- City of Isle of Palms
- City of Folly Beach
- St. Johns Fire District
- James Island Public Service District (PSD) Fire District
- St. Andrews PSD Fire District
- City of Charleston

Charleston County *Why consolidation?*

- “Faster emergency response times;
- Enhanced interoperability and coordination among responding agencies;
- Increased safety for emergency responders;
- Fewer errors due to standardized call handling and dispatch protocols;
- Better training and certification opportunities for dispatchers;
- Improved and consistent communications equipment and technology;
- Expected to attain national accreditation to ensure recognized best practices are followed.”

Charleston County *Working Plan* *for Governance Structure*

- The Consolidated 9-1-1 Center functions as a Charleston County department.
- The Consolidated Dispatch Board has oversight of operational protocols and procedures.
- The Consolidated Dispatch Board has significant input into the 9-1-1 Center's budget and the selection, oversight and evaluation of the 9-1-1 Center director.

Charleston County *Plan for Financials?*

- Charleston County will pay for start-up costs for the Consolidated Dispatch Center, and construction of a new facility is planned.
- Jurisdictions that have signed the agreement will share responsibility for operational costs over the first two years of full Consolidated Dispatch Center operations.
- During the third year of full Consolidated Dispatch Center operations and beyond, Charleston County will pay the full operational cost, estimated at \$10.5 million per year.

Charleston County *Implementation Plan* *Consolidated Dispatch Committee*

- Charleston County: 2 (Sheriff and EMS Director)
- North Charleston: 2 (Police and Fire Chiefs)
- Mount Pleasant: 2 (Police and Fire Chiefs)
- City of Charleston: 2 (Police and Fire Chiefs)
- Isle of Palms (Rotating): 1 (Police Chief)
- Fire Chiefs Association: 2 Representatives
- Non-Voting Members:
 - Charleston County Administrator Designee
 - Federal Agency Representative

Charleston County *What about staffing?*

- “Staffing projections for the Consolidated 911 Center indicate that there would not be a reduction in the number of [911 operators] currently working in the 10 centers, so no job losses are anticipated. There is a distinct goal to hire the individuals already working at the existing dispatch centers.” (emphasis added)
- Attrition rates irrefutably high in Dispatch.

Charleston County Board Committees

- Operations Committee develops internal operational policies, protocols, procedures
- Technology Committee develops recommendations for technology needs
- Human Resources Committee develops training and transition policies
- Facilities Committee oversees development of programming and design criteria
- Accreditation and Best Practices Review Panel ensures compliance with accreditation and best practice standards

Charleston County *Structure of Agreement*

- “The Consolidated 911 Center will be a Charleston County department that will have operational protocols and procedures overseen by a Consolidated Dispatch Board. The board has been established, and has a similar makeup to the previous Consolidated Dispatch Committee.”
- “User groups will provide opportunity for input from all agencies that are dispatched by the Consolidated 911 Center.”

Charleston County Current Status

The Charleston County Consolidated 9-1-1 Center currently dispatches for:

- Charleston County Sheriff's Office
- Charleston County Emergency Medical Services
- Charleston County Volunteer Rescue Squad
- Awendaw Fire Department
- Dewee's Island Fire Department
- Lincolntonville Police & Fire Departments
- St. Pauls Fire Department

Charleston County Current Consolidated Dispatch Board

- Chairman: Chief Jon Zumalt, North Charleston PD
- Charleston County Admin. Office: Lori Lambert, Project Officer
- Charleston County EMS: Don Lundy, Director
- Charleston County Sheriff's Office: Sheriff Al Cannon
- Isle of Palms PD: Chief Thomas Buckhannon
- James Island Public Service District FD: Chief Chris Seabolt
- Mt. Pleasant Fire Department: Chief Herb Williams
- Mt. Pleasant Police Department: Chief Harry Sewell
- North Charleston Fire Department: Chief Leonard Judge
- Sean Kittrell, Assistant U.S. Attorney
- St. Johns Fire District: Chief Karl Ristow

Charleston County
Expected completion 2012
with additional departments later

- Charleston Police & Fire Departments
- Folly Beach Public Safety
- Isle of Palms Police & Fire Departments
- James Island PSD Fire Department
- Mount Pleasant Police & Fire Departments
- North Charleston Police & Fire Departments
- Saint Andrews Fire Department
- St. Johns Fire Department
- Sullivan's Island Police & Fire Departments

October 21, 2010
Broward County PSAP
Feasibility Analysis

- Analysis shows significant improvements in effectiveness and efficiency:
 - Reduce need for E-911 call transfers;
 - Improved safety for emergency responders;
 - Improved consistency of E-911 call handling and dispatch;
 - Improved interoperability amongst participating agencies;
- Savings on staffing alone: nearly \$8 million per year county wide.
- Not mentioned then: Cell phone E-911 design delay can be eliminated.

BLOC PSC:

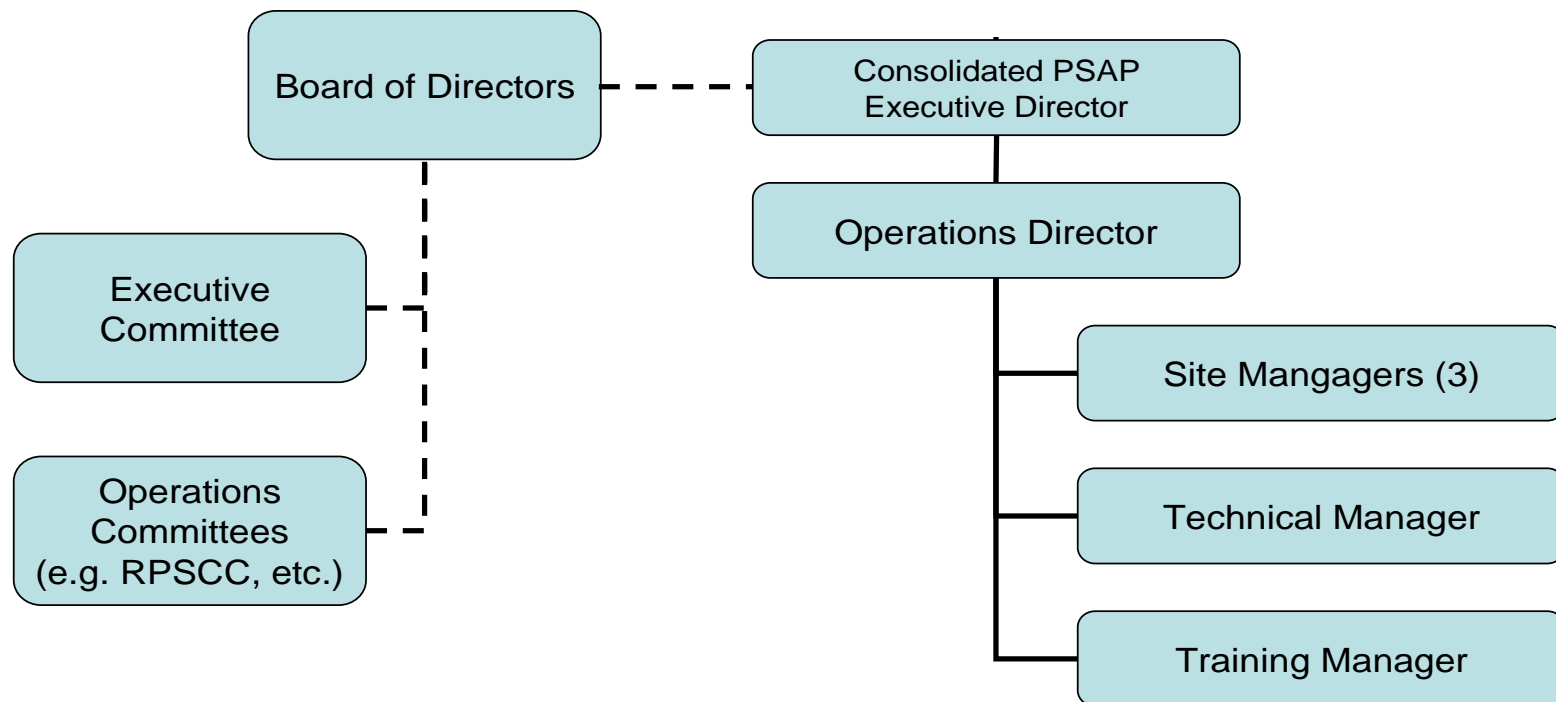
Where to go from here?

- Meet September 14, 2011
- Request a position statement related to the concept of consolidation of E-911 and Dispatch?
 - City Managers
 - Broward County Police Chiefs' Association
 - Broward County Fire Chiefs' Association
- Decide does consolidation of E-911 and dispatch communications make sense FROM A POLICY STANDPOINT?
 - Is it technically possible?
 - Is this a POLICY goal the BLOC should pursue?
 - Operational questions to be handled by Technical Committee and Implementation Team.

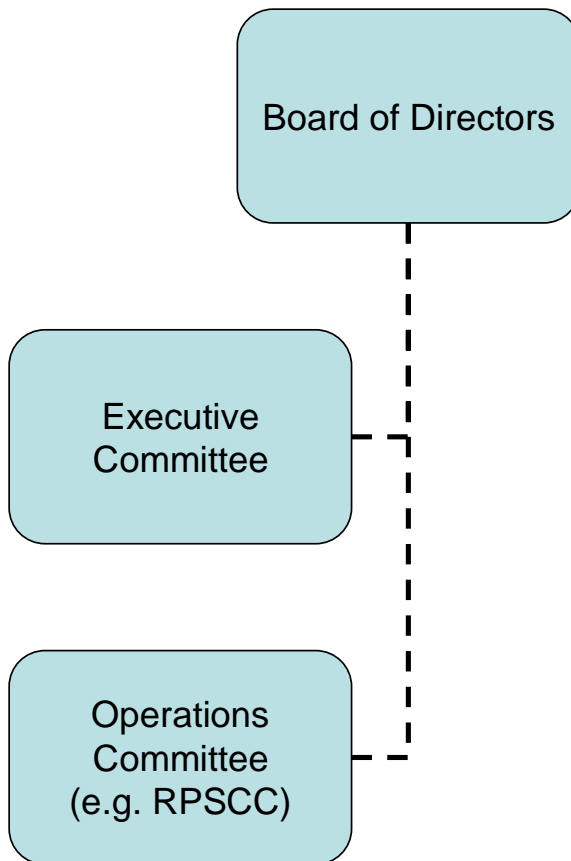
If consolidation makes sense: Options to proceed?

- Communicate consensus to County?
- Request County action?
- Set Forth broad principles?
 - Representative governance board;
 - Request County Implementation Team;
 - Executive Technical Committee and professional director;
 - Operational Command/structure must be unified;
 - Funding mechanism must be fair;
 - Metrics for performance and accountability.
- Have county begin structure of implementation for governance and funding through committee with representation?
- Possible Structures?

Sample Organization Structure



Sample Governance Structure



Board of Directors

Single Elected Official from each participating City, the County, and County Chief Law Enforcement Official

- Approve general policies related to operations, budget and finance
- Approve the annual operating and capital budget, and cost allocation formula

Executive Committee

City Managers from each City, County Administrator, and County Chief Law Enforcement Official

- Direction and oversight of operations subject to direction established by the Board of Directors
- Carry out the policy decisions of the Board of Directors and make recommendations

Operations Committee

Police and Fire/EMS representation from each City/Agency

- Assist in coordination and preparation of unified procedures and policies
- Assist in coordination of unified radio procedures
- Point of contact for each law enforcement or fire/EMS agency for daily procedural and operational issues

Structure?

- Independent District?
- Dependent District with Full Representation
- Other options?
 - County Department?
 - BSO?
 - Other entity?

Public Safety Answering Points (PSAPs) Current Situation

August 31, 2011

Originally Presented to:

Broward County City Managers Association
Communications Task Team

***AMENDED BY MIKE RYAN FOR
BROWARD LEAGUE OF CITIES'
PUBLIC SAFETY COMMITTEE MEETING
AUGUST 31, 2011***

PSAP Performance Standards

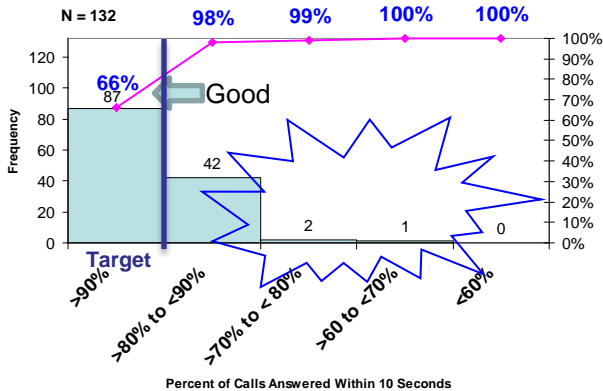
PSAP Performance Standards

Presented to the Broward County
Consolidated Communications
Committee

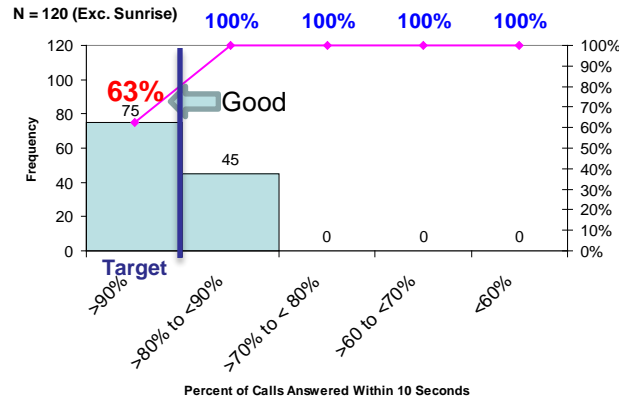
February 24, 2012

Broward County PSAP Call Answering Performance FY08/09 vs. FY 09/10 vs. FY 10/11 Monthly Percent of Calls Answered within 10 sec. (per PSAP)

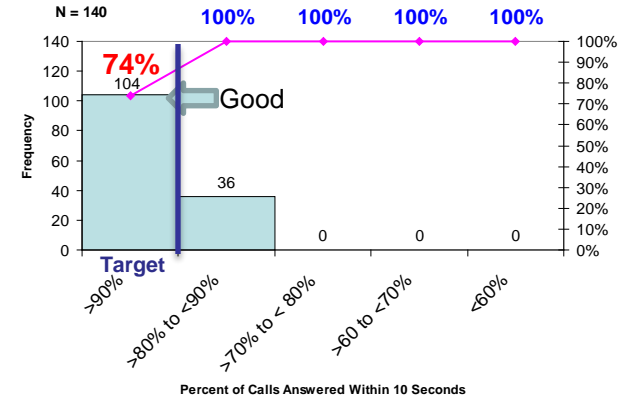
FY 2008-09



FY 2009-10



FY 2010-11



Note: Per S. 365.171, F.S. 90% of the calls shall be answered within 10 seconds of call arrival at the PSAP.

**74% of the individual PSAP monthly measurements were in the target range.
(Fiscal Year 2010/11, in aggregate.)**

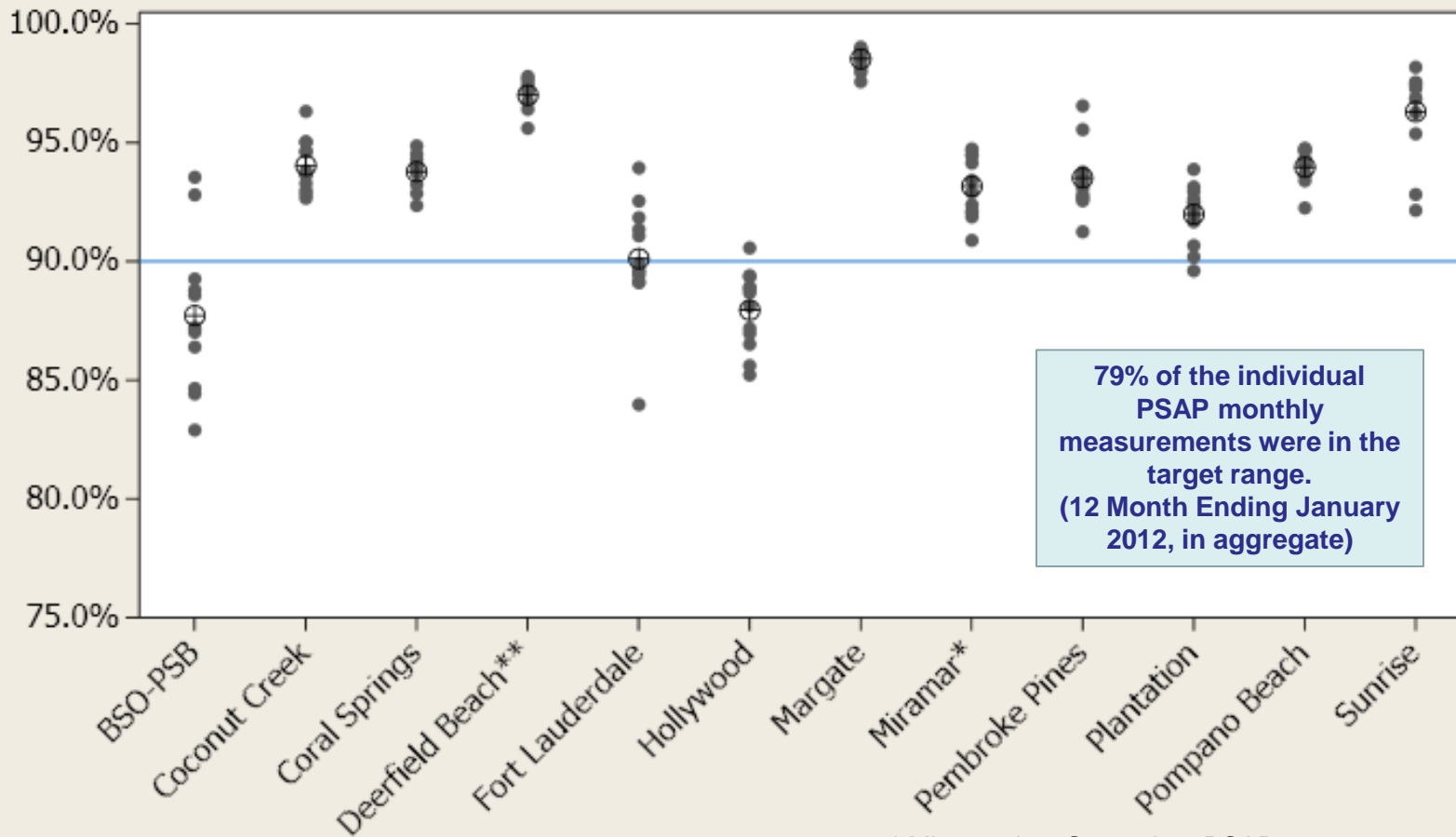
It is the Legislative Intent, and the goal of the State E911 Plan to:

Provide citizens with rapid direct access to public safety agencies by accessing 911, with an objective of reducing the response time to situations requiring law enforcement, fire, medical, rescue, and other emergency services.

PSAP Individual Values Plot of P1

Percent of Calls Answered Within 10 Seconds
12 Months Ending January 2012

Percent of Calls Answered Within 10 Seconds



Good

Target

90.0%

PSAP

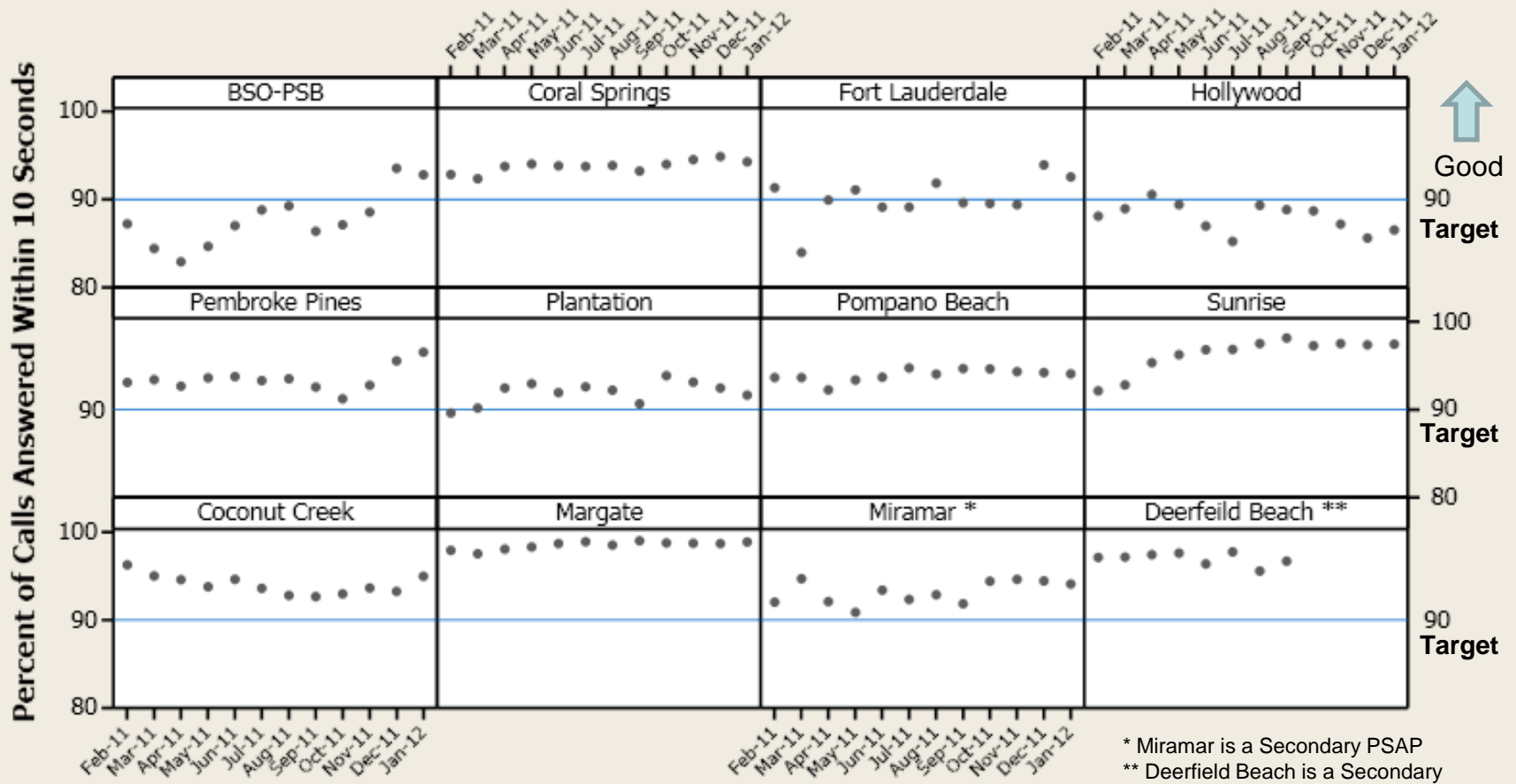
* Miramar is a Secondary PSAP

** Deerfield Beach is a Secondary PSAP, No longer active as of 10/1/2011

PSAP Individual Values Plot of P1

Percent of Calls Answered Within 10 Seconds

12 Months Ending January 2012



* Miramar is a Secondary PSAP
 ** Deerfield Beach is a Secondary PSAP, No longer active as of 10/1/2011

NFPA Standards

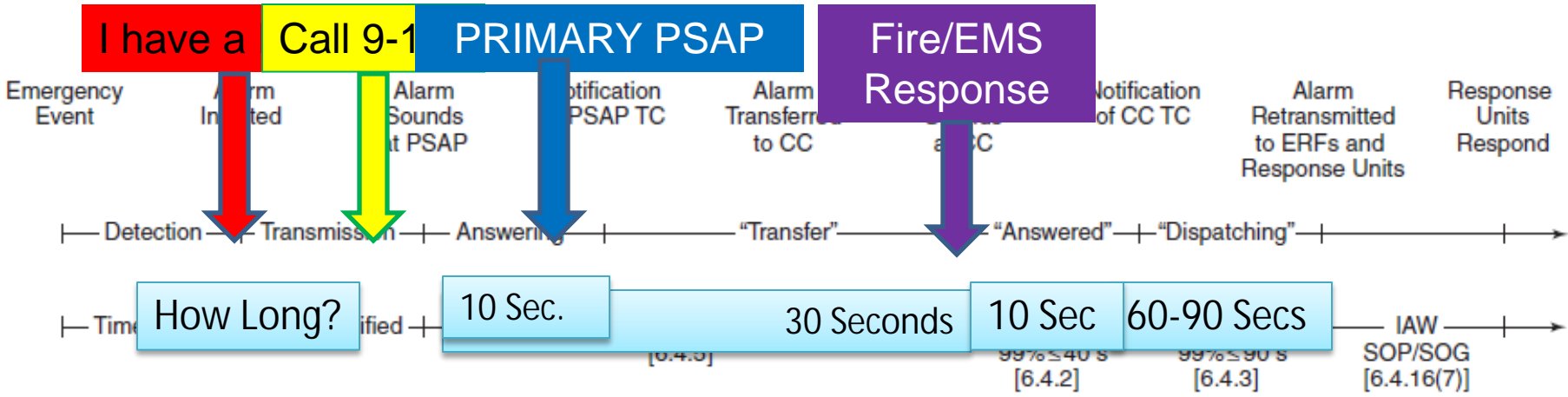
How These Affect the Communications Center



National Fire Protection Association

The authority on fire, electrical, and building safety

NFPA 1221 Time Standard



- Notes:
1. *Alarm Sounds* means audible or visual annunciation, or both.
 2. *TC* stands for Telecommunicator as defined in Chapter 3.
 3. *CC* stands for Communications Center as defined in Chapter 3.
 4. *IAW* stands for *in accordance with*.

FIGURE A.6.4.2(b) Alarm Time Line Where Primary PSAP Is Other Than Communications Center.

Transfer Dispatch

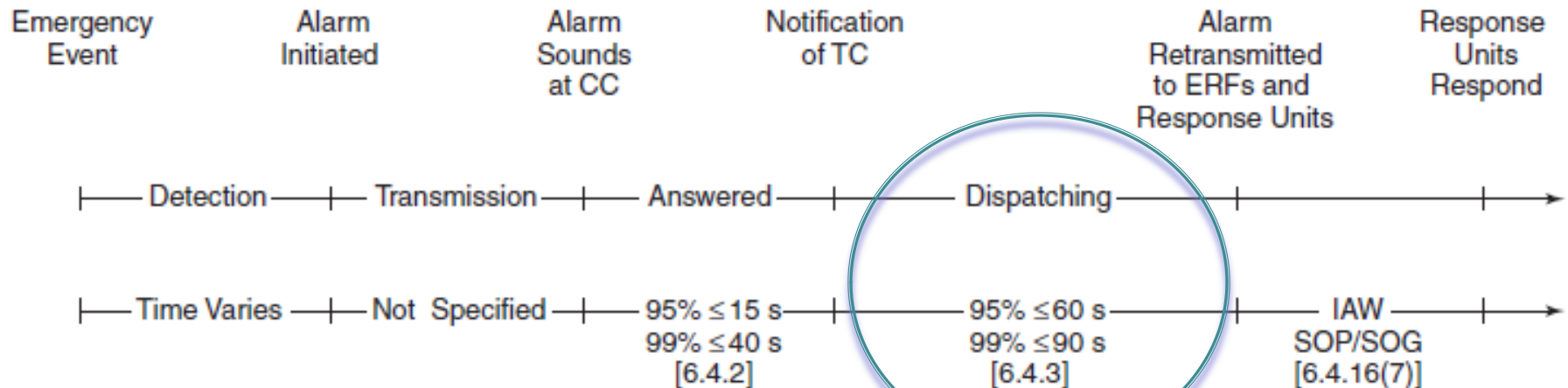
(Call Answered at Primary PSAP, Dispatched from Secondary PSAP)



NFPA 1221 Time Standard

Direct Dispatch

(Call Answered and Dispatched from Primary PSAP)



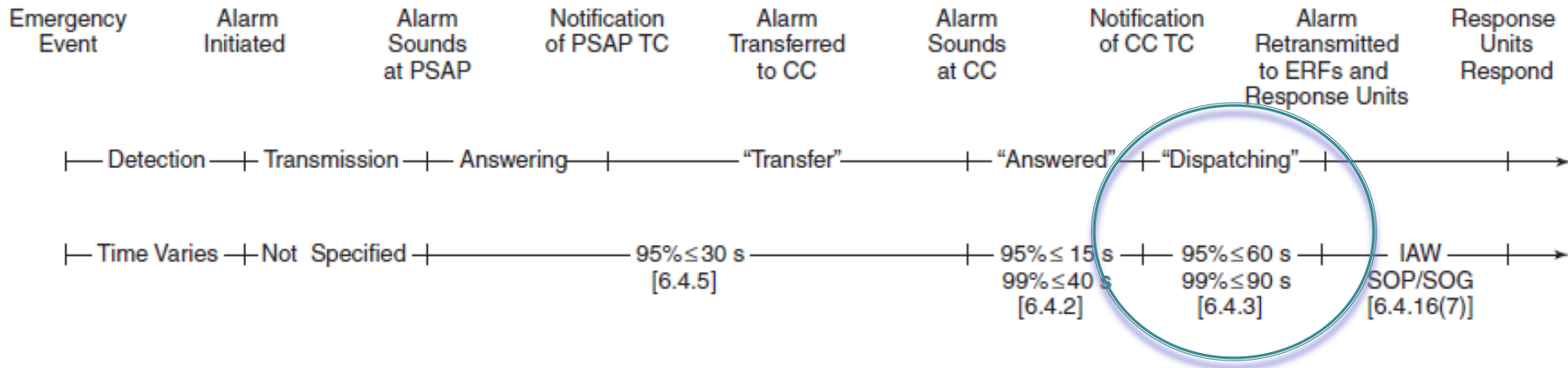
- Notes:
1. *Alarm Sounds* means audible or visual annunciation, or both.
 2. *TC* stands for Telecommunicator as defined in Chapter 3.
 3. *CC* stands for Communications Center as defined in Chapter 3.
 4. *IAW* stands for *in accordance with*.

FIGURE A.6.4.2(a) Alarm Time Line Where Primary PSAP Is Communications Center.

NFPA 1221 Time Standard

Transfer Dispatch

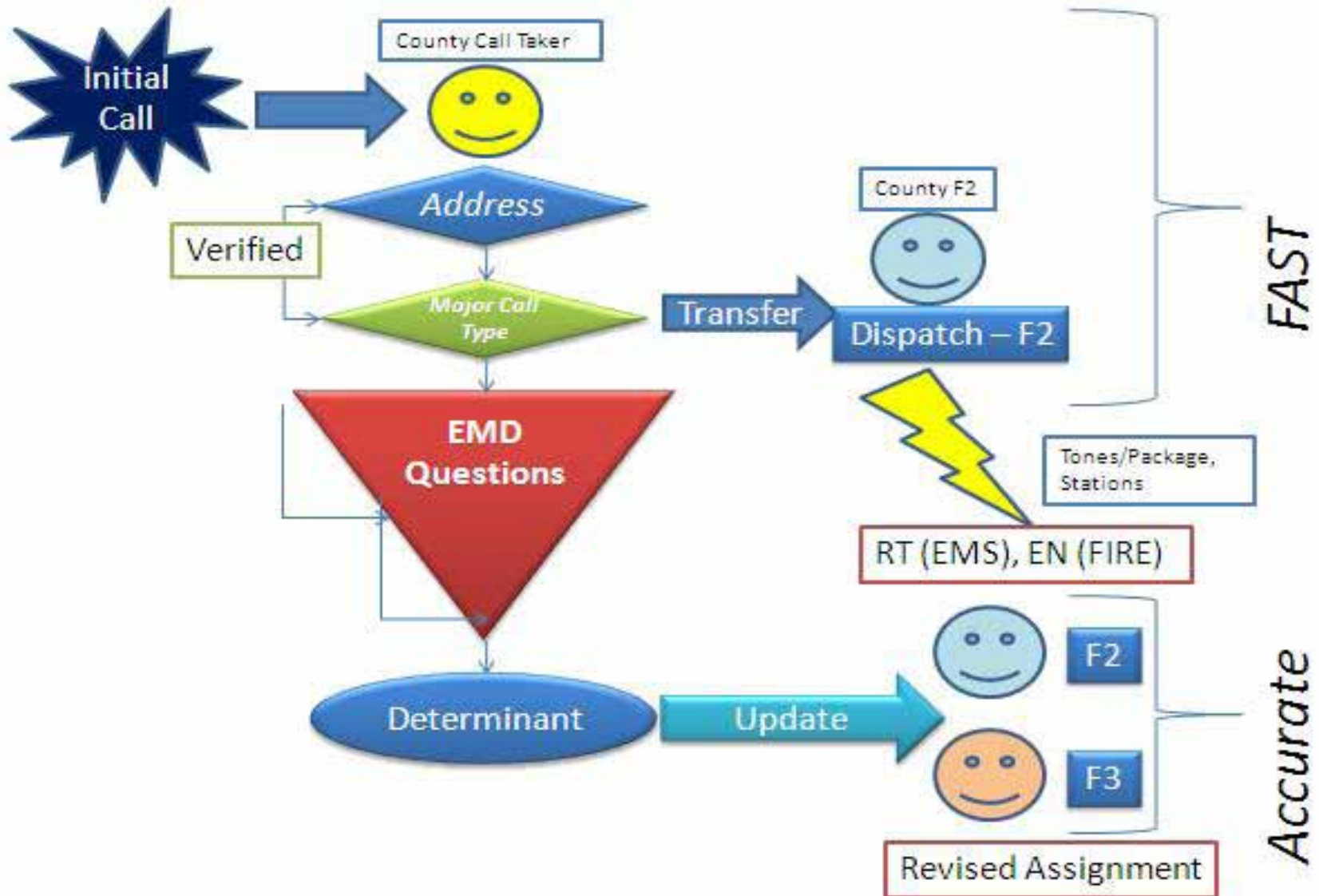
(Call Answered at Primary PSAP, Dispatched from Secondary PSAP)



- Notes:
1. *Alarm Sounds* means audible or visual annunciation, or both.
 2. *TC* stands for Telecommunicator as defined in Chapter 3.
 3. *CC* stands for Communications Center as defined in Chapter 3.
 4. *IAW* stands for *in accordance with*.

FIGURE A.6.4.2(b) Alarm Time Line Where Primary PSAP Is Other Than Communications Center.

Life Cycle of an Emergency Call



These Dispatch benchmarks are pulled from the latest version of NFPA 1221 and 1710.

***2010 Edition of NFPA 1221
(for Fire/EMS Dispatch)***

- Call Processing within 60 seconds 95% of the time.
- Call Processing within 90 seconds 99% of the time.
- Compliance Evaluated Monthly.

Surveyed PSAPs and asked:

- Are you evaluating Fire/EMS Dispatch times monthly?
- Are you meeting the NFPA Standard for Fire/EMS Dispatches?

PSAP Fire/EMS Dispatch Times

Survey Responses from PSAPs

PSAP	Fire/EMS Dispatch Times Evaluated Monthly?	Meets NFPA 1221 Standards?
BSO PSB	Not Currently. In progress. (Evaluated Annually)	No - 95% within 60 Secs. Yes – 99% within 90 Secs.
BSO Pompano	No	TBD
Coconut Creek	We only Dispatch PD	N/A
Coral Springs	Yes	Yes
Fort Lauderdale	Yes, but report only includes from time Initiated in CAD to Dispatched.	TBD. Will work to include the answer time component.
Hollywood	Not Currently. In progress.	TBD
Margate	Not Formally.No tracking system. Monitor daily.	“Seem to meet standard based on daily observations.”
Miramar	Not Currently. Working on a report to do so.	TBD
Pembroke Pines	Yes	Yes
Plantation	“NFPA 1221 doesn’t apply because we are a volunteer fire department.”	
Sunrise	Yes	No* (Measures all calls)

These Dispatch benchmarks are pulled from the latest version of NFPA 1221 and 1710.

***2010 Edition of NFPA 1221 Section 7.4.3
(for Law Enforcement Dispatch)***

- For Law Enforcement purposes, the authority having jurisdiction shall determine time frames allowed for completion of dispatch.

Impact from Consolidated Communications

Goal in the Consolidated Model

Standard and consistent methods for:

- SOPs and 9-1-1 Call Handling
- Measuring and monitoring call handling performance

Reduced Performance and Measurement Variability:

- One organization using the same Call Handling SOPs (Reduces Performance variability.)
- One organization using the same Measurement System (Eliminates Measurement System variability from using a different “measuring sticks”.)

Meeting Minutes

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Thursday, November 17, 2011 at 4:00 p.m.
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order. Present was Chair Broward County Commissioner Lois Wexler, Pompano Beach Commissioner George Brummer, Tamarac Chief Mike Burton, Broward Sheriff's Office Chief Neal de Jesus, Pembroke Pines City Manager Charlie Dodge, Lighthouse Point Chief Dave Donzella, Miramar Chief Keith Dunn, Cooper City Mayor Debby Eisinger, Dr. Nabil El-Sanadi, M.D., Lauderhill City Manager Chuck Faranda, Deerfield Beach City Manager Burgess Hanson, Broward County Commissioner Chip LaMarca, Davie City Manager Richard Lemack, Wilton Manors Chief Paul O'Connell, Fort Lauderdale Commissioner Bruce Roberts, Oakland Park City Manager John Stunson, Hallandale Beach Chief Dan Sullivan, and Hollywood Chief Chadwick E. Wagner.

Chair Ryan thanked all for agreeing to participate and their commitment to the process. All are welcome to attend the meetings; however, only actual members of the Committee shall be allowed to vote. He reminded the members that an initial report is expected within 120 days. The formation of three (3) subcommittees was discussed, i.e., Operations, Governance, and Funding. A first draft of recommendations from the subcommittees is due by January 16, 2012, and the entire Committee will meet no later than January 30, 2012. Some guiding principles for the subcommittees include, but are not limited to:

Operations Subcommittee

Work to include review of data and analyses already developed, dispatch center configuration, command structure, staffing levels and supervision, non emergency issues, performance metrics, data collection, costs per call/capita, future capital costs, development of policies and procedures, management structure, and selection of an executive director.

Governance Subcommittee

Legal structure (dependent, independent, county department, etc.), dispatch board membership, management structure and selection of executive director, and method for approval of budgets and policies and procedures.

Funding Subcommittee

Development of funding methods, cost sharing between participants, and budget, calculation of true costs per call, and accountability for budget performance.

Upon motion of City Manager Stunson, seconded by Dr. El-Sanadi, the Subcommittee structure was approved.

Funding

Stunson
Roberts
Donzella
De Jesus
Hanson
Faranda
Brummer
O'Connell
Lemack
LaMarca
Wexler
Ryan
Dodge
Cooper
Lamberti

Operations

Burton
Dunn
Donzella
Dodge
De Jesus
Hanson
Wagner
Brummer
El-Sanadi
Ryan
Lemack
Lamberti

Governance

Roberts
Dunn
Dodge
Eisinger
Faranda
Wagner
Brummer
El-Sanadi
O'Connell
Lemack
LaMarca
Wexler
Ryan
Cooper
De Jesus
Lamberti

Upon motion of Commissioner Roberts, seconded by Dr. El-Sanadi, the Subcommittee members were approved. Temporary Chairs were selected (to be ratified at the first Subcommittee meeting): Chief Burton (Operations), Commissioner Roberts (Governance), and City Manager Stunson (Funding).

The Subcommittees will meet individually on Thursday, November 17, 2011 at the Emergency Operations Center as follows:

Governance – 2:00 p.m.

Funding – 3:00 p.m.

Operations – 4:00 p.m.

The Broward League of Cities will assume responsibility for preparation of meeting notifications, sunshine notices, and agendas. Each Subcommittee will appoint a record-keeper, and all Chairs will jointly communicate on scheduling matters.

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Thursday, December 15, 2011 at 1:30 p.m.
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order. Present was Chair Broward County Commissioner Lois Wexler, Pompano Beach Commissioner George Brummer, Mayor Joy Cooper, Broward Sheriff's Office Chief Neal de Jesus, Pembroke Pines City Manager Charlie Dodge, Lighthouse Point Chief Dave Donzella, Miramar Chief Keith Dunn, Dr. Nabil El-Sanadi, M.D., Lauderdale City Manager Chuck Faranda, Deerfield Beach City Manager Burgess Hanson, Broward County Commissioner Chip LaMarca, Broward Sheriff Al Lamberti, Davie Town Administrator Richard Lemack, Coconut Creek Chief Mike Mann, Wilton Manors Chief Paul O'Connell, Coral Springs Vice Mayor Tom Powers, Fort Lauderdale Commissioner Bruce Roberts, Oakland Park City Manager John Stunson, and Hollywood Chief Chadwick E. Wagner.

The Committee addressed attendance policies and the issue of establishment of voting guidelines and rules of voting procedure. Chair Ryan provided a reformatted and red-lined draft of Broward County's Rules of Voting/Procedure for the 2006 Broward County Charter Review Commission as an outline and opened the issue for discussion.

The following comments were noted:

1. The challenges and distractions involved regarding electronic attendance; and
2. The number of attendees to establish a quorum and the need for a member to participate electronically to meet same.

Upon motion of City Manager Faranda, seconded by Mayor Cooper, if a member cannot physically attend a meeting, a 48-hour pre-notice to allow some form of electronic communication will be required. Said electronic communication shall constitute full participation including voting privileges. The motion passed unanimously. There being no further revisions to the remainder of the proposed Rules, upon motion of Town Administrator Lemack, seconded by Chief O'Connell, the amended Rules were adopted.

Governance Subcommittee

Governance Subcommittee Chair Commissioner Roberts reported that the Subcommittee had reviewed and analyzed 14 different models through spreadsheets including systematic items of governance and principles of how to proceed through the governance process in addition to benchmarking with other agencies. At this time, four potential communication systems and models were discussed, i.e., County, Broward Sheriff's Office, Independent, and the "Pembroke Pines" model. The Committee continues to discuss the broad outline on how to have each model maintain its principals of governance along with an opportunity to weigh in on operational aspects.

Operations Subcommittee

Operations Subcommittee Vice Chair de Jesus advised that several agencies submitted responses to a survey questionnaire with only Plantation, Miramar, and Pompano Beach remaining to reply or forthcoming. (It was later announced that the City of Plantation, through its Mayor, has declined to participate in the survey and consolidation discussions. However, outreach and encouragement to Plantation will continue). All information will be gathered in a comparative analysis format assigning category valuations to continue the discussion defining the answering center parameters.

Funding Subcommittee

Funding Subcommittee Chair Stunson reported that the Subcommittee discussed alternatives and models to allocation of costs, i.e., per capita, per call, ad valorem, and a County contribution. He stated that it is important to determine exactly what is currently being spent on Centers and dispatching services. In that regard, a Funding Technical Subcommittee, chaired by Pembroke Pines City Manager Charlie Dodge, was formed to thoroughly review data and develop a cost allocation model. A survey has been disseminated providing explanation and definitions of State of Florida Codes to ensure that responses will be based on equivalent information. A matrix will be developed from received information.

Chair Ryan conveyed appreciation to all Subcommittee Chairs and members. He encouraged all to stay on course through this productive process and reminded them that the final report is due on March 1, 2012. In order to meet this deadline, Subcommittee reports must be generated by January 27, 2012. It was decided that the entire Broward County Consolidated Communications Committee will meet on Thursday, January 19, 2012 at 9:00 a.m., at which time, each Subcommittee is expected to produce a framework and provide direction.

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Thursday, January 19, 2012 at 9:00 a.m.
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order. Present was Chair Broward County Commissioner Lois Wexler, Pompano Beach Commissioner George Brummer, Tamarac Chief Mike Burton, Pembroke Pines City Manager Charlie Dodge, Lighthouse Point Chief Dave Donzella, Miramar Chief Keith Dunn, Cooper City Mayor Debby Eisinger, Dr. Nabil El-Sanadi, M.D., Lauderhill City Manager Chuck Faranda, Broward Sheriff Al Lamberti, Davie Town Administrator Richard Lemack, Coral Springs Vice Mayor Tom Powers, Fort Lauderdale Commissioner Bruce Roberts, Oakland Park City Manager John Stunson, and Hollywood Chief Chadwick E. Wagner.

Upon motion of Commissioner Roberts, seconded by Chief Donzella, the minutes of the meeting of December 15, 2011 were approved.

Chairs Ryan and Wexler thanked all chairs, members and staff for their tireless work and dedication of many hours to meeting attendance and compilation and analysis of data.

Operations Subcommittee

Operations Subcommittee Chair Burton explained that the Subcommittee had begun by looking at the actual current facilities and their infrastructure and technology. They selected 30-plus overarching goals and asked if each center would share information. Each agency was invited to attend a meeting and make a presentation. A determination was then made as to what would be the most important data elements to evaluate the facilities, i.e., year facility built, hurricane rating, flood plain, future capacity, square footage for existing and expansion, existence of additional parking or housing for employees during disasters, diversity of power resources, telecom resources, data sources, and parking (minor consideration). At the last meeting, the Subcommittee recommended that Fort Lauderdale, Margate, and Pompano be excluded from further consideration. The next goal is to back into the number of operating positions needed to ensure appropriate funding for each facility in the future. The Chair thanked all the PSAP Directors for their assistance and commended Coral Springs for continuing to participate in the process. It will be necessary for Coral Springs to relay its position soon as their response could lead to a different set of recommendations.

Vice Mayor Brummer stated that Pompano Beach does not agree with the conclusions. The criteria utilized did not consider geographical areas or PSAP efficiency. He believes those items are more important than the size of the building or parking spaces.

Commissioner Wexler expressed confidence in the Subcommittees experience and expertise in clearly identifying criteria, and in response to her inquiry, was advised that there remain six (6) facilities as possibilities.

It was noted that geographical separation would be analyzed at some point to avoid redundancy in addition to other detailed standards. The Subcommittee had discussion with respect to the need for one (1) CAD system; however, there is no agreement at this time as to which CAD system.

Chair Ryan anticipates that the end result from the Committee's work will be a series of recommendations to be examined by a professional implementation team established to certify the PSAP's and develop clearly measurable policies, procedures, and standards. A budget would be created by the County, and interlocal agreements would be entered into. As varying levels of service currently exist, Chair Wexler stated that it was critical that performance standards for all PSAP's be aligned. Chief Donzella reiterated that the recommendation to the County should include specific measures and common platforms to provide a better performing system. Mayor Eisinger stressed that the regionalization process is to enhance the level of service for all. City Manager Faranda reminded the members that the public had voted to enhance performance and facilitate closest unit response.

City Manager Faranda said that he believed that capital expenditures should not be incurred at this time as the Committee is still awaiting operational projections and narrowing facilities. To ascertain the number of personnel, Mr. Carpani is developing additional information.

Vice Mayors Powers expressed concern that prior to taxpayer dollars being expended to reach these goals that issues such as duplication and possible waste of infrastructure be addressed. City Manager Stunson stated that technology is moving rapidly and he felt that there needs to be some exploration into the state of the system 7-10 years forward.

Chair Ryan asked that each Subcommittee:

1. Gather all minutes in a single location;
2. List all held meetings and their length as well as number of pages of accumulated data for back up in the final report;
3. Begin textual summary of analysis conducted and work toward specific recommendations
4. Be prepared to address concerns and/or reticence.

Governance Subcommittee

Governance Subcommittee Chair Commissioner Roberts provided an executive summary status report of the Subcommittee's work thusfar and expressed appreciation to Scott Medvin for his support. He stated that at the January 4, 2012 meeting, four (4) proposed models were discussed (County-Run, BSO, Dependent, and Independent). At the meeting of January 18, 2012, the Subcommittee narrowed the governance

models to two (2) potentials, i.e., County and BSO Organizational Models. The Subcommittee will continue its focus on the number of PSAP's, stability of funding, veto powers, governance representation and transparency, and closest unit response.

It is anticipated that the system would operate, in the short term, as a dependent district while the ultimate goal is an independent taxing district.

Funding Subcommittee

Funding Subcommittee Chair Stunson reported that the Subcommittee discussed three (3) deliverables:

1. Develop an existing cost configuration accounting for today's expenditures of \$47.9 million;
2. Budget for the future; and
3. Determination of cost allocation and gap funding taking into consideration call per service, population, and ad valorem.

Chair Wexler advised that she will be bringing forward a County agenda item at the end of February to update her colleagues on the regionalization process and begin the discussion of funding and alternatives. She reiterated that the County is committed to funding capital investments however, there will exist a funding gap that warrants County input.

Upcoming meetings are:

Operations Subcommittee – Thursday, January 19, 2012 at 11:00 a.m.

Governance Subcommittee – Thursday, February 2, 2012 at 10:00 a.m.

Funding Subcommittee – Wednesday, January 25, 2012 at 9:00 a.m.

Upon motion of Commissioner Roberts, seconded by Dr. El-Sanadi, Subcommittee reports are due on February 3, 2012.

The next meeting is scheduled for Friday, February 10, 2012 at 9:00 a.m.

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Friday, February 10, 2012, 9:00 AM
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order at 9:03 A.M. Also present was Chair Broward County Commissioner Lois Wexler, Miramar Police Chief Keith Dunn, Lighthouse Point Fire Chief Dave Donzella, Tamarac Fire Chief Mike Burton, Pembroke Pines City Manager Charlie Dodge, Davie Town Administrator Richard Lemack, Oakland Park City Manager John Stunson, Dr. Nabil El Sanadi, M.D., Sheriff Al Lamberti, Broward Sheriff' Fire Chief Neal de Jesus, Fort Lauderdale Commissioner Bruce Roberts, Deerfield Beach City Manager Burgess Hanson, Hallandale Beach Mayor Joy Cooper, Lauderdale City Manager Chuck Faranda, Coral Springs Vice Mayor Tom Powers, Hollywood Chief Chadwick Wagner, and Pompano Beach Vice Mayor George Brummer.

Minutes of the meeting of January 19, 2012 were unanimously approved.

Chair Ryan stated the first order of business will be to accept the Subcommittee reports. Chair Ryan thanked all the Subcommittees for their enormous amount of work, persistent analysis, and the spectacular attendance.

Chair Wexler thanked Assistant County Administrator Pete Corwin and Budget Director Kayla Olsen for the leadership they provided to the Funding Subcommittee. Chair Wexler also publicly acknowledged Scott Medvin from her office for working with Governance Chair Commissioner Roberts to help create the documents.

Operations Subcommittee

As the Operations Subcommittee met just prior to this meeting, Chair Burton stated that their report will be forthcoming. There were some late changes to the updated report. The Subcommittee has had seven meetings. A working platform to establish a single unified operational approach with cross disciplinary leadership and management has been established. It was determined there should be three geographically separate 911 locations. There were 34 overarching goals established that they continue to consider as they move forward. Nine (9) of the existing PSAP 911 centers were consulted with early on. Nine standards were established for which compliance with these standards should be carefully considered. The existing providers and facilities were surveyed

and 34 data elements were reviewed in that consideration, focusing on the facilities, technology systems, and operations. Presentations were made by Hollywood, Coral Springs, Sunrise, Ft. Lauderdale, Margate, Pembroke Pines, Coconut Creek, and BSO. It was agreed that the system shall have a single CAD system throughout, but there was no agreement on which CAD system should be used. For the criteria established on the facility assessment, the highest priority was given to the year the facility was built, hurricane ratings, flood plain status, future capacity, square footage of both existing and expansion, housing for staff during disasters, proximity to the Port and the coast, diverse power, and telephone and data sources. Staff parking was given minor consideration. Existing locations in Ft. Lauderdale, Pompano Beach and Margate would not be considered based upon facility assessments and the existing facility in Plantation would not be considered based on lack of information provided. Any final decision establishing site selection of three regional PSAP's should be contingent upon a third party professional evaluation of the facility, infrastructure, and related costs. Chair Burton added that this morning there was a presentation by Mr. Carpani on the "flee to" sites. Chair Wexler requested clarification on the "flee to" sites. Chair Ryan explained in a regional model "flee to" sites are not needed, and would only be a footnote in the history. The regional system should be able to support the workload if any one or two systems were down.

Chair Wexler brought up an issue for discussion on response times. Clarification was made that the response time issue concerns the call processing time portion of the response times. A motion was made by Mayor Cooper, seconded by City Manager Faranda, to direct the Operations Subcommittee to get data on low, high and average call processing times from all 13 systems. After lengthy discussion on this motion, it was taken off the table.

A motion was made by Chief de Jesus, seconded by Chair Ryan, that all future work be performed through the entire Committee. Motion carried, 23 for, 1 against.

City Manager Charles Dodge attempted to add to the motion that the PSAP managers should work together on best practices and establish a method to evaluate call processing times to see where variances exist and review the numbers that have already been produced to see where the disparity is. This was changed to a separate motion. Motion was seconded by City Manager Stunson. Motion later withdrawn.

Chair Ryan requested the PSAP managers be invited to the next meeting to make a presentation on above mentioned issues. Chief de Jesus will extend the invitation to the PSAP managers.

Governance Subcommittee

Chair Roberts reported on the Governance Subcommittee recommendations. They met on February 2nd and discussed the voting structure. It was decided the methodology currently used by the School Board would be used which is 50 percent of the cities and 75 percent of the population. They still have not yet determined whether to go with the BSO model or the County model for the general governance models.

A motion was made by Dr. El Sanadi, and seconded, to accept the Governance report. Motion carried unanimously.

Funding Subcommittee

Chair Stunson thanked everyone on the Funding Subcommittee for all of their work. Chair Stunson explained that the Subcommittee was tasked with evaluating the current operations. The report contains the results of the collection of data for existing PSAPs and the projection of costs based on the report by Director Carpani. Chair Stunson reported that the call processing times were the criteria, not just the times for answering. The committee calculated the number of FTEs generated, and the difference in direct costs, without factoring one-time implementation. This allows a reduction of costs from \$52 million down to \$42 million. Funding alternatives were also explored. These alternatives appear in a Chart on pg. 15 which characterizes the percentages of costs that each city would be responsible for based upon population. Chair Stunson listed what remain open issues. The decision on funding mechanisms needs to be determined. There are issues regarding next year's budget.

Subsequent to turning the gavel over to Co-Chair Wexler, a motion was made by Co-Chair Ryan that was seconded, that on p. 10, historically, the \$7.8 million amount for Fort Lauderdale and others has been coming out of the BSO budget until 2011. After discussion it was agreed to leave the chart as is, and add an explanation about this issue.

Subsequent to turning the gavel over to Co-Chair Wexler, a motion was made by Co-Chair Ryan seconded by Chief de Jesus, to remove the word "gap" from Pg. 13's title, which would now reads Options to Fund Consolidated Dispatch System. Motion carried.

A motion was made by City Manager Faranda, and seconded to amend p. 14 Option 3 to add some language that presents a stabilized funding source for ad valorem. Motion carried.

Through motion by City Manager Stunson, second by Vice Mayor Powers, the chart that was passed out this morning will replace the chart on page 15.

After discussion on the issue of a County Commission agenda item on this issue, Chair Wexler agreed to withdraw the item, and postpone it to a later date to give the Committee an opportunity to finalize the documents. Chair Wexler stated it would have to go to the Commission in March before the budget hearings.

Chair Ryan stated that each Subcommittee chair should put together an appendix which finalizes the report. At the next meeting, any areas where consensus has not been reached will be resolved. Chair Ryan indicated he would draft an executive summary.

Next meeting date: February 24th at 1:30 PM. The meeting was adjourned at 11:40 A.M.

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Friday, February 24, 2012 at 1:30 p.m.
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order. Present was Chair Broward County Commissioner Lois Wexler, Pompano Beach Commissioner George Brummer, Tamarac Chief Mike Burton, Hallandale Beach Mayor Joy Cooper, Broward Sheriff Chief Neal de Jesus, Pembroke Pines City Manager Charlie Dodge, Lighthouse Point Chief Dave Donzella, Miramar Chief Keith Dunn, Cooper City Mayor Debby Eisinger, Dr. Nabil El-Sanadi, M.D., Lauderhill City Manager Chuck Faranda, Broward County Commissioner Chip LaMarca, Davie Town Administrator Richard Lemack, Wilton Manors Chief Paul O'Connell, Coral Springs Vice Mayor Tom Powers, Fort Lauderdale Commissioner Bruce Roberts, Oakland Park City Manager John Stunson, and Hollywood Chief Chadwick E. Wagner. Mayor Eisinger introduced Broward League Student Ambassadors Brian Mazur and Carlos Mondesir.

Upon motion of Dr. El-Sanadi, seconded by Mayor Cooper, the minutes of the meeting of February 10, 2012 were approved.

Chairs Ryan and Wexler thanked all chairs, members and staff for the professional presentation of all documentation. The draft report forwarded last Friday includes four (4) appendices and is a condensed version of minutes, actual Subcommittee reports, and recollection. The document is available for viewing.

An area that requires further discussion is the lack of a policy decision in connection with a specific funding recommendation. Chair Wexler stated that there will be certain principles that all can be in agreement with and commended Chair Ryan for his focus, dedication, hard work, and tenacity in formatting this document.

PSAP Managers Presentation

(Attached)

New Business

Chair Ryan acknowledged that today's presentation will be included in the final Committee report and asked if there were specific changes requested by the members.

Chair Wexler – (1) On page 5, reference is made to actual language contained in the Charter. The wording within the entire document including FAQ's should actually reflect "...for fire and emergency medical services". (2) On page 10, Model #1 refers to "complete" County control. Suggestion is made to eliminate the word "complete". (3) On page 19, recognizing that the County will maintain its current funding level and E911 dollars remain the same, can a recommendation be made regarding the gap?

Questions were raised by Vice Mayor Powers in connection with the allocation of \$12.50 from moving violations to County radio communication interoperability. It was explained that it is a revenue offset that is spent on infrastructure.

Chief de Jesus expressed his concern that there would not be enough time remaining in today's noticed meeting to adequately address the draft report and suggested that another meeting will be required. It was agreed that the Committee will meet on Friday, March 2, 2012 at 1:30 p.m. for the express purpose of report discussion.

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Friday, March 2, 2012 at 1:30 p.m.
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation, Florida**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order. Present was Chair Broward County Commissioner Lois Wexler, Pompano Beach Commissioner George Brummer, Tamarac Chief Mike Burton, Hallandale Beach Mayor Joy Cooper, Broward Sheriff Chief Neal de Jesus, Pembroke Pines City Manager Charlie Dodge, Lighthouse Point Chief Dave Donzella, Miramar Chief Keith Dunn, Cooper City Mayor Debby Eisinger, Dr. Nabil El-Sanadi, M.D. (by phone), Lauderhill City Manager Chuck Faranda, Broward County Commissioner Chip LaMarca, Broward Sheriff Al Lamberti, Davie Town Administrator Richard Lemack, Wilton Manors Chief Paul O'Connell, Coral Springs Vice Mayor Tom Powers, Fort Lauderdale Commissioner Bruce Roberts, Oakland Park City Manager John Stunson, and Hollywood Chief Chadwick E. Wagner.

Upon motion of Mayor Eisinger, seconded by Commissioner Roberts, the minutes of the meeting of February 24, 2012 were approved.

Additional information (Revised Public Safety Answering Point (PSAP) Direct Costs and Funding Analysis) was provided by City Manager Stunson in connection with the inclusion of the Fort Lauderdale dispatch costs in addition to revisions to previously distributed funding analysis assuming a proposed MSTU basis structure.

Chair Ryan questioned the Committee on the need to develop a consensus of supporting a specific funding model, i.e., population, MSTU, or calls for service. City Manager Stunson reminded the members of the logic and consistency behind the establishment of an MSTU. Vice Mayor Powers questioned validity if a number of cities decided to opt-out. Chair Wexler stressed the importance of a consensus/vote/ranking of funding so that the process can continue to move forward smoothly. Chair Ryan noted that the MSTU model would provide simplicity, stability and has the ability to be annually verified. The suggestion was raised to merely use the term "ad valorem" rather than point to a specific MSTU model. Vice Mayor Powers moved that due to questions/concerns, a recommendation on funding not be made at this point. The motion died due to lack of a second.

Chief de Jesus moved the MSTU model as the best option before the Committee noting that the decision being made was on the basis of information available to the Committee as of this date. The motion was seconded by City Manager Dodge. Following discussion, Chair Ryan suggested an amendment to the motion that Broward County would maintain at least its current level of funding, and the gap should be made up through an MSTU vehicle to ensure predictability and stability of the dollars based on the information before us today. City Manager Dodge in response to a previous

comment from Mayor Cooper stressed that the share of funding remain in proportion to its current percentage. Chief de Jesus and City Manager Dodge accepted the friendly amendment. A roll call vote was conducted – Brummer (Yes), Burton (Yes), Cooper (No), de Jesus (Yes), Dodge (Yes), Donzella (Yes), Dunn (Yes), Eisinger (Yes), El-Sanadi (Yes), Faranda (No), LaMarca (Yes), Lamberti (Yes), Lemack (Yes), O’Connell (Yes), Powers (No), Roberts (Yes), Stunson (Yes), Wagner (Yes), Ryan (Yes), Wexler (Yes), and the motion passed.

Discussion was held regarding the manner of development of the Implementation Board. Mayor Cooper moved, seconded by Chief Dunn, that the Board membership include one representative from each municipality to collaboratively allow all to participate. Mayor Cooper suggested an amendment that membership be limited to city managers and the County administrator (or their designee), which amendment was accepted by Chief Dunn. Chief de Jesus suggested that additional members include appointments by the Police and Fire Chief’s Associations in addition to the Sheriff’s Office. Vice Mayor Powers added that meetings of the Implementation Board be open and subject to the sunshine laws. All amendments were accepted and approved unanimously.

The meeting continued with a comprehensive review of the draft report which included, among many comments, scriveners errors and minor revisions. Sheriff Lamberti moved that on Page 8, Paragraph 4 the words “*and has been*” be deleted. A roll call vote was conducted – Brummer (Yes), Burton (Yes), Cooper (Yes), de Jesus (Yes), Dodge (Yes), Donzella (Yes), Dunn (Yes), Eisinger (Yes), El-Sanadi (Yes), Faranda (Yes), LaMarca (Yes), Lamberti (Yes), Lemack (Yes), O’Connell (No), Powers (Yes), Roberts (Absent from Room), Stunson (Yes), Wagner (Yes), Ryan (No), Wexler (No), and the motion passed.

Vice Mayor Powers moved, seconded by City Manager Faranda, that on Page 5, a more detailed explanation of the expanded scope undertaken by the Committee be included. A friendly amendment was offered by Mayor Eisinger to include in the expanded language events such as county population growth, advances in technology, and the struggling economy. The amendment was accepted, and the motion passed. Vice Mayor Powers moved, seconded by Chief Donzella, that on Page 23, information be included in connection with Coral Springs’ 5% misdirected percentage experience rather than 10%. Motion passed. Chair Wexler requested the data for the record.

In connection with Page 17, Footnote 15, Town Administrator Lemack advised that Davie is receiving emergency fire and police dispatch only. It was moved by City Manager Faranda, seconded by Mayor Eisinger, that the word “*additional*” be included within the Footnote. The motion passed with Chair Wexler opposed.

In anticipation of Broward County Commission discussion on March 27, 2012, the Committee will meet on Wednesday, March 7, 2012 at 11:00 a.m. to finalize the Report.

**BROWARD LEAGUE OF CITIES
BROWARD COUNTY BOARD OF COMMISSIONERS
Consolidated Communications Committee
Wednesday, March 7, 2012 at 11:00 a.m.
Broward County Emergency Operations Center
201 Northwest 84th Avenue, Plantation, Florida**

Chair Sunrise Mayor Michael Ryan called the meeting of the Consolidated Communications Committee to order. Present was Chair Broward County Commissioner Lois Wexler, Tamarac Chief Mike Burton, Hallandale Beach Mayor Joy Cooper, Broward Sheriff Chief Neal de Jesus, Lighthouse Point Chief Dave Donzella, Miramar Chief Keith Dunn, Cooper City Mayor Debby Eisinger, Dr. Nabil El-Sanadi, M.D., Lauderhill City Manager Chuck Faranda, Broward County Commissioner Chip LaMarca, Davie Town Administrator Richard Lemack, Wilton Manors Chief Paul O'Connell, Coral Springs Vice Mayor Tom Powers, Fort Lauderdale Commissioner Bruce Roberts, Oakland Park City Manager John Stunson, and Hollywood Chief Chadwick E. Wagner.

Motion was made by Mayor Eisinger, seconded by Commissioner Roberts, to approve the minutes of the meeting of March 2, 2012. Chair Wexler requested clarification regarding intent of ".....Broward County would maintain at least its current level of funding..." and "...that the share of funding remain in proportion to its current percentage". Vice Mayor Powers motioned to table the minutes. There was no second. Mayor Eisinger motioned that the minutes be approved with an amendment, seconded by Chair Ryan. Chief de Jesus agreed that his original motion was based upon "at least" and Mayor Cooper's friendly amendment regarding "proportional" was in conflict; however, the Minutes accurately reported the actions. The Minutes of the meeting were adopted unanimously.

City Manager Stunson provided revisions to previously-distributed charts adjusting for County funding of the airport enterprise. Said change affects the proposed MSTU millage rate. Upon motion of Chief Donzella, seconded by Dr. El-Sanadi, the changes were incorporated. To maintain stability during the transition period of approximately three (3) years and provide for the County's monetary participation in anticipated system efficiencies, upon motion of City Manager Stunson, seconded by Chief O'Connell, it was suggested that Page 3, Paragraph 5 be revised to read ".....maintain not less than the current dollar funding level in the new consolidated organization in the immediate future (during the transition period of approximately three years) and the County's funding in future years should be in the same proportion as its initial funding in the consolidated organization, disregarding transition costs. Additionally, the gap in funding between that level of county funding and the total operational costs of the consolidated model should be funding via ad valorem through a Municipal Services Taxing Unit ("MSTU")". City Manager Faranda stressed that ad valorem taxation is currently a county-wide tax and that everyone should share in the future budgeted savings. Motion passed.

City Manager Stunson motioned, in order to incorporate Fort Lauderdale police service funding, revisions to Page 17, Paragraph 4 as follows, "...provided through the County. Until this year, an additional \$6.0 million, representing the costs for BSO to dispatch City of Fort Lauderdale police services, was funded through the County taxpayers through BSO's budget. However, with Fort Lauderdale funding the \$6.0 million this year, the County is funding \$22.9 million as noted. Of the \$22.9 million, \$3.2 million is funded through 911 revenue, \$0.8 million is provided by airport-generated enterprise funds, and the County funds the remaining \$18.9 million from ad valorem and other General Fund sources". Said motion was seconded by Chief O'Connell and passed unanimously

City Manager Stunson motioned for miscellaneous nonfinancial revisions to the listing of funding sources on Page 18, which motion was seconded by Dr. El-Sanadi. After discussion, City Manager Stunson withdrew the motion.

In order to differentiate between municipal funding for BSO police and full dispatch services, upon motion of Mayor Cooper, seconded by Mayor Eisinger, Page 18, Line 3 of the funding source chart was broken out into two categories:

City funding own Fire PSAP and paying for BSO Police Dispatch	6.1
Cities paying for BSO Full Dispatch Services	2.8

City Manager Stunson, seconded by Mayor Cooper, suggested a revision to Paragraph 3 on Page 20 to reflect specifics on direct operational costs and county-wide millage. Chair Wexler offered a friendly amendment that the paragraph should contain previously approved language in connection with the transition period. The amendment was accepted. Town Administrator Lemack suggested that the paragraph should speak to the projected millage rate at the end of transition. The friendly amendment was accepted and the motion was adopted.

Upon motion of City Manager Stunson, seconded by Mayor Cooper, Fact Sheet, Page 7, *How would consolidation of communication be funded?*, Line 6, "county wide" should be changed to "the participating entities". Motion carried.

Mr. Carpani suggested revisions to Page 6, Paragraph 5, Line 2, referring to "flee-to" sites as follows: "Due to the fact there is not a single hardened facility large enough to accommodate the dispatch needs of Broward County an evaluation of existing facilities was undertaken. Through that process of evaluation three hardened facilities were identified as "flee-to" sites with Category 5 rating, redundant power and data sources, distance from coastline, space availability, and other technical features; these "flee-to" sites were developed in a coordinated fashion". Upon motion of Mayor Eisinger, seconded by Chair Wexler, the language was adopted.

Chief Burton withdrew his motion to revise language on Page 7 due to unavailability of data, and made a motion to add "ing" to "review" on Fact Sheet, Page 3, Paragraph 2 (Governance Bullet), Line 4, seconded by Dr. El-Sanadi. Upon motion of Chief Burton,

seconded by Commissioner Roberts, Fact Sheet, Page 3, Paragraph 2 (Funding Bullet) Line 5 was amended to read, "...E-911 and associated communications only".

Upon motion of Chief de Jesus, seconded by Dr. El-Sanadi, all references to "Broward Sheriff Office (BSO) representative," should be amended to read "Broward Sheriff and/or designee".

City Manager Faranda motioned that references to "municipal services taxing unit ("MSTU")" be changed to "county-wide funding source". There was no second to the motion.

Chief Burton motioned, seconded by Dr. El-Sanadi, that "sector of a" be added to Page 23, Paragraph 4, Last Sentence.

Upon motion of Chief Donzella, seconded by Dr. El-Sanadi, the Chair was given the authority to make changes as supported by the Committee today in addition to grammatical and typographical edits.

Upon motion of Mayor Eisinger, seconded by Chief O'Connell, the Final Report was adopted. City Manager Faranda opposed.

Chair Wexler announced that the Broward County Commission would be discussing the consolidation issue at a workshop on March 20th and again at its Commission meeting of March 27, 2012.