



Briefing on the Feasibility of  
Merged and Consolidated 911 Services

August 9, 2019

## ***INTRODUCTION***

In December 2018, the Board of Lucas County Commissioners was approached by key stakeholders in the County's 911 system to study the feasibility of the merging and consolidation of 911 services in Lucas County with the goal of creating a safer and more effective and efficient countywide system. The Commissioners were perceived to be the appropriate governmental agency to conduct this analysis due to the following:

1. The County Commissioners are identified as the "Owners" of the 911 system by the *911 Implementation Plan for Lucas County*;
2. The County Commissioners administer countywide 911 funds;
3. The County Commissioners maintain the infrastructure of the 911 system; and
4. The County Commissioners do not operate a public safety answering point (PSAP), providing some level of objectivity.

Consolidation of 911 services has become common across the United States due to the blurring of jurisdictional lines caused by expanded 911 calls for service from cellular phones and internet connected devices; greater demands and training requirements for call takers and public safety dispatchers; and the increasing complexity and costs of the technology required to operate PSAPs. Additionally, in recent years the State of Ohio has pushed for consolidation through the enactment of legislation that limits the number of PSAPs permitted to operate in a county<sup>1</sup> and the commissioning of a report studying and providing guidance for jurisdictions on consolidation<sup>2</sup>. 911 consolidation has been discussed in Lucas County for years. Lucas County is well positioned for consolidation due to shared Computer Aided Dispatch (CAD) and call handling systems across the County's PSAPs and a robust countywide interoperable communications system utilized by all public safety agencies.

In conducting this analysis, the Commissioners' Office has sought to facilitate a collaborative and transparent process to collect information about the current state of the County's 911 system, research industry best practices, garner input from all stakeholders and propose solutions. The process has been iterative as information gathered is documented, challenged, and updated in frequently circulated draft reports. This document represents the latest draft and seeks to record the findings of this process.

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<sup>1</sup> ORC Section 128.571

<sup>2</sup> L.R. Kimball report prepared for the Ohio Department of Administrative Services. (November 2013). *Public Safety Answering Point Consolidation*. Retrieved from <https://911.ohio.gov/Portals/0/ESINet%20Steering%20Committee/RPT131125%20srw%20Orjs%20Ohio%20PSAP%20Consolidation%20FINAL%20MAJ.pdf?ver=2015-11-24-122959-503>

## ***STRUCTURE OF CURRENT SYSTEM***

Lucas County maintains a Countywide 911 system as defined and authorized by the Ohio Revised Code (ORC)<sup>3</sup>. In order to establish this Countywide 911 system, Lucas County adopted a Final Plan, pursuant to ORC Section 128.07<sup>4</sup> in 1995<sup>5</sup>.

Under Lucas County's Final Plan, the system and its costs are split into two components. The Board of Lucas County Commissioners, labelled the "Owners" of the Countywide 911 system, provide for and fund the system's infrastructure to include equipment (software and hardware), furnishings, and maintenance of the system. Five political subdivisions (Maumee, Oregon, Sylvania, Sylvania Township, and Toledo) as well as the Lucas County Sheriff's Office serve as the "Operators" hosting and funding the operational staff of PSAPs.

There are two types of PSAPs, primary and secondary. A primary PSAP is a location in which 911 calls are directly routed, answered and dispatched. A secondary PSAP is a location in which 911 calls are transferred from a primary PSAP, traditionally for a specialized type of dispatching.

Six primary PSAPs currently operate in Lucas County hosted by the Lucas County Sheriff's Office, City of Maumee, City of Oregon, City of Sylvania, Sylvania Township, and City of Toledo (See Primary PSAP Coverage Map in Exhibit A).

Each PSAP provides the call-taking and dispatch (police and fire) for their respective public safety agencies, with the following exceptions. The Village of Ottawa Hills contracts with the City of Maumee for call-taking and dispatch services. An agency operated by the Springfield Township Fire Department called Consolidated Fire Dispatch provides fire service dispatch for Springfield Township, Holland, Monclova Township, Whitehouse, Waterville, Richfield Township, Harding Township, Spencer Township, and Swanton Township. The City of Oregon provides fire dispatch services to Jerusalem Township. The University of Toledo operates its own dispatch center for services provided on their campuses.

One secondary PSAP currently operates in Lucas County hosted by Lucas County Emergency Medical Services (EMS). Lucas County EMS hosts Emergency Medical Dispatch (EMD) providing pre-arrival instructions to callers on medical related calls and dispatches County Life Squads for incidents requiring Advanced Life Support (ALS).

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<sup>3</sup> ORC Section 128.03 (A)(1) states "A countywide 9-1-1 system shall include all of the territory of the townships and municipal corporations in the county and any portion of such a municipal corporation that extends into an adjacent county."

<sup>4</sup> ORC Section 128.07 states that a Final Plan must specify the following:

1. Telephone companies servicing the County;
2. Location, number, services and service areas of public safety answering points (PSAPs);
3. Which subdivision or regional council of governments will establish, operate, equip, furnish, and maintain each PSAP;
4. Costs associated with establishing, operating, equipping, furnishing, and maintaining each PSAP;
5. Cost allocation amongst the subdivision(s) or regional council of governments; and
6. Procedure for responding to misdirected calls.

<sup>5</sup> *911 Implementation Plan for Lucas County* was adopted in July 1995 and amended March 2008 and March 2009 in accordance with ORC Sections 128.07, 128.08, and 128.12.

## ***REASONS TO CONSIDER CONSOLIDATION***

While Lucas County currently operates an effective 911 system bolstered by its shared CAD and call handling systems across the County’s six primary PSAPs and a robust countywide interoperable communications system utilized by all public safety agencies, consolidation offers additional opportunities for improvement that will result in a safer and more effective system.

### **Segregation of Call Taking and Dispatch Functions**

Segregation of call taking and dispatch functions is an industry best practice as identified by the National Fire Protection Association (NFPA). NFPA Standard 1221<sup>6</sup> states that when “a telecommunicator performs both the call taking and dispatch functions...telecommunicators ...are known to engage in multitasking that can inhibit their ability to perform assigned job functions.” Segregating these functions allows call takers to focus exclusively on the accurate collection of information from citizens and dispatchers to focus exclusively on the safety and needs of public safety officers. By focusing exclusively on the primary customers in both of these interactions (citizen for call takers and public safety officer for dispatcher), the system can ensure that the best information possible is gathered and acted upon.

Currently, two of the six PSAPs in Lucas County (Toledo and Lucas County Sheriff’s Office) operate utilizing the industry best practice of call taking/dispatch segregation. The four suburban PSAPs (Maumee, Oregon, Sylvania, and Sylvania Township) do not generate enough call or incident volume to justify staffing that would allow call taking/dispatch segregation. This provides a unique opportunity to compare local data on the impact of these two approaches on dispatch times. A review of four years of data on the processing time of Priority 1 calls for services (i.e. those demanding an immediate response) from receipt of call to dispatch demonstrates that segregation of call taking and dispatch functions does not adversely impact response time.

### **Processing of Priority 1 Calls for Service – Receipt of Call to Dispatch (Minutes)**

<b>PSAP</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Average</b>
Sylvania Township	1:27	1:23	1:46	1:19	1:28
Toledo	1:43	1:23	1:25	1:25	1:29
Oregon	1:46	1:28	1:26	1:36	1:34
Maumee	2:28	1:49	1:44	1:37	1:54
Lucas County Sheriff's Office	2:09	2:15	2:01	1:49	2:03
Sylvania	3:09	2:31	2:42	2:18	2:40

Better information gathering at the outset of an incident by dedicated call takers leads to better initial incident location and typecoding, which leads to better resource selection and direction, which leads to lower response times, which leads to better incident outcomes. The collection of the best information possible at the outset of an incident also leads to better informed public safety

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<sup>6</sup> Section A.7.3.1

officers, which leads to increased situational awareness for public safety officers, which leads to safer interactions for public safety officers and better outcomes for citizens served.

Consolidation into a single PSAP would ensure all calls for service would be managed utilizing the industry best practice without a degradation in dispatch times.

### Specialization

Consolidation into a single PSAP operation would also allow and ensure that all incidents are dispatched by personnel that specialize in the discipline for which they dispatch (law enforcement, fire service, and emergency medical service). This ensures that dispatchers are well trained on discipline-specific best practices and maintain a firm grasp of the proper utilization of discipline-specific resources (e.g. fire apparatus, specialty units, professional certifications).

### Common Countywide Operating Procedures, Training, and Quality Assurance

The majority of residents of Lucas County regularly, if not daily, traverse the boundaries of the six PSAPs in Lucas County as they travel from their home to work to other activities. Citizens expect and should receive a common level of service no matter where they are in Lucas County. Unfortunately, due to the fact that each of the six PSAPs in Lucas County are operated by different jurisdictions and agencies, there is not a common set of procedures, training or quality assurance process. Consolidation under a single authority would ensure that all Lucas County public safety telecommunicators operate under a standard procedure based on national best practices; receive consistent and continuing annual training; and are consistently audited for quality and compliance to the standard.

### Large Scale and Low Frequency Incidents

Smaller PSAPs are not well positioned to respond to large scale or low frequency incidents, such as a mass shooter event, multi-alarm fire, or mass casualty event. The challenges smaller PSAPs face are driven by volume and skill degradation. There is no effective way for a PSAP staffed by two public safety telecommunicators to manage the call volume and radio traffic required for such events. Skill degradation is also a concern. Low frequency but still common incidents, such as multi-alarm fires, may challenge public safety telecommunicators who received training on such incidents but only encounter them once or twice in a career.

Consolidation provides the opportunity for the larger unified PSAP to mobilize the appropriate number of call takers and experience, discipline-specific dispatchers to manage the incident. This will inherently result in a better outcome.

### PSAP Misdirection

Since the inception of Lucas County's 911 system, there has been a dramatic shift away from the use of land lines to cellular phones. It is anticipated that in coming years this shift will only further intensify and become more complex as internet connected devices become a common platform for reporting emergencies. The result of these trends has been that calls for service are more consistently misdirected to the wrong PSAP due to the fact that a call is routed based on the tower the caller's cellular phone reached as opposed to their actual location. While Lucas County's

current system is well positioned to deal with this misdirection as all PSAP share a common CAD and call handling system, which allows for seamless voice and data transferring, dropped calls upon transfer and delayed dispatch awaiting call transfers does occur. Additionally, the impact of alternative platforms of communication has already presented a problem for Lucas County's 911 system. Due to expense and inability to pinpoint the location of individuals who utilize Text-to-911, all texts for service are routed to and managed by the PSAPs located at the Lucas County Emergency Services Building (Toledo and Lucas County). Consolidation into a single PSAP would eliminate these challenges entirely in Lucas County.

### Mutual Aid

Seamless mutual aid has been widely recognized in the public safety industry as a best practice for more than two decades. Silos created by things such as jurisdictional boundaries, discipline or agency-specific jargon and differing departmental policies and procedures represent hindrances to seamless mutual aid. The configuration of Lucas County's 911 system also represents a hindrance to seamless mutual aid. While Lucas County's shared CAD system currently allows public safety telecommunicators to see the closest and best unit to respond to a given incident, the separation of dispatch authority amongst the six primary PSAPs, one secondary PSAP, and independent western suburban fire dispatch agency inhibits their ability to dispatch the closest unit. Rather the agency with authority over that unit must be utilized to send the resource. Consolidation of 911 operations under a single authority will breakdown these silos and allow for faster response times.

### Career Development

Public safety telecommunications is a discipline in its own right, separate and distinct in the public safety industry from law enforcement, fire service or emergency medical services. In Lucas County, as is common across the nation, public safety telecommunicators are placed within public safety agencies. This creates challenges for telecommunicators due to the fact that public safety telecommunications is not the primary focus of the agency. Some of these challenges include the fact that telecommunicators training is the first thing cut during challenging budget times and telecommunicators have little if any upward mobility as they do not retain the credentials (peace officer, firefighter, EMT-P) required to reach management in the agencies they serve. This stagnation is bad for employee morale and bad morale often leads to bad performance and poor service levels. Through consolidation, telecommunicators in Lucas County would have numerous opportunities for both upward (supervisor, manager) and lateral (call taker, law enforcement dispatcher, fire service dispatcher, emergency medical dispatcher, IT) mobility due to the size of the consolidated entity. This should result in a more motivated and higher performing workforce serving the residents of Lucas County.

## ***CHALLENGES FACED THROUGH CONSOLIDATION***

### **Geography**

A firm knowledge of geography is important in the daily tasks of a public safety telecommunicator. Telecommunicators are expected to be able to understand the relationship between callers and public safety officers and incident surroundings. Telecommunicators face many geographic challenges in their daily tasks. Stressed callers or public safety officials may not be able to accurately identify their exact address or location or may use common names or slang for locations requiring telecommunicators to problem-solve geographic challenges based on the information they are provided. Telecommunicators may be provided complicated, duplicated or obscure street names that even with the help of a CAD system may involve a requisite geographic knowledge base. Experience in a particular jurisdiction provides a significant advantage for telecommunicators when confronting these challenges.

That being said, it is certainly reasonable to assume that with time all telecommunicators in a consolidated PSAP operation would develop the requisite geographic knowledge base to effectively perform their duties. There are at least three points to support this assumption. First, there are numerous PSAPs across the country serving larger, more complex, and more populous regions than Lucas County. Second, Lucas County's 911 system already contains at least one public safety communications agency that services the entire county, Lucas County EMS Dispatch. Dispatchers in this agency have effectively managed the dispatch of emergency medical resources across Lucas County for more than 25 years. Finally, Lucas County is often referred to as the "biggest small town in America." Residents, including public safety telecommunicators live, work and play all over the county, providing most of them with a basic level of geographic knowledge heading into consolidation.

It is also important to note that the CAD system utilized in Lucas County is geographic information system (GIS) based and provides all telecommunicators with both centerline and orthophoto (aerial) maps that are zoomed to the location of the caller or incident. Additionally, the CAD system assists telecommunicators with locations by providing common-place names and businesses as well as by auto-populating and auto-correcting misspelled street names.

Therefore, it is fair to state that if consolidation were to occur, there would be a possible short term degradation in the geographic knowledge base of telecommunicators serving regions of the county for which they have little or no experience. However, it is reasonable to assume that with experience, training and the support of the County's modern CAD system, this degradation would be temporary and have a relatively minor impact on service delivery.

## Call Taking Capacity

There are currently an average of 16 telecommunicators available to accept calls on duty at all times in the six primary PSAPs of Lucas County. They are distributed as follows:

Toledo	6
Lucas County Sheriff's Office	3
Maumee	2
Oregon	2
Sylvania Township	2
Sylvania	<u>1</u>
	16

Currently, when a suburban PSAP (Maumee, Oregon, Sylvania, and Sylvania Township) receives more calls than it can manage with its staff (2), the calls automatically roll to the Lucas County Sheriff's PSAP. When both the suburban and the Lucas County Sheriff's Office are maxed out, calls roll from the Sheriff's PSAP to the City of Toledo's PSAP. At no time do calls roll from the Sheriff's PSAP or Toledo's PSAP to a suburban PSAP.

The result of this structure is that if a large incident occurs in a suburban jurisdiction that maxes out the call taking capacity of that suburb, the Sheriff's Office, and Toledo, the other three suburban PSAPs can still accept calls from their own jurisdiction, but no one else's. This provides a small but distinct advantage to these suburbs during these periods as they are still able to operate when an incident occurs in another suburb of Lucas County.

The problem with this structure is that it creates a benefit for a small population center at the expense of the majority of the rest of the County including its largest population centers. So, while the loss of this may appear on the surface to be a disadvantage of consolidation, it really represents a gross inequity in the system that must be resolved whether consolidation occurs or not.

Finally, a consolidated PSAP operation should be appropriately staffed to ensure that the system achieves the national best practice and state required standard of 90% of calls answered within 10 second or less and 95% of calls answered within 20 seconds or less. Staffing for a proposed consolidated operation is addressed later in this document under the assumptions portion of the *Savings – Operational Costs of a Consolidated 911* section.

## Non-Emergency Functions Performed by PSAPs

A concern for each jurisdiction currently operating a PSAP when considering consolidation is the delivery of non-emergency functions currently provided by PSAP staff. Every PSAP provides auxiliary non-emergency services for the communities which they serve. Examples of these services include:

- Call taking and dispatch for non-emergent incidents requiring a law enforcement, fire service and EMS response
- Call taking, coordination, dispatch and notification for local public services (e.g. trash pick-up, pot holes, downed electrical lines, water main breaks)
- Records functions (e.g. warrant entry and verification; LEADS/NCIC entry and verification; generation of report numbers)
- 24/7 community notifications (e.g. Amber Alerts, EAS, WENS, Ohio Fire Chiefs Response Plan, Ohio Air National Guard, Davis Besse Nuclear Power Station)
- House check and overnight parking requests
- Vehicle tow requests
- Monitoring of community surveillance systems
- Staffing of municipal/township police stations and temporary holding facilities
- Clerk of Court functions to include the collection of surety bonds

Each of these services are provided by at least one if not all of the PSAPs currently in Lucas County's system. Consolidation into a single countywide PSAP will impact the delivery of these services. New models will need to be developed to effectively and efficiently deliver these services. Many of these services can be effectively and efficiently delivered through collaboration and utilization of currently available resources. Each of these services and potential alternative models for service delivery are discussed in the *Non-Emergency Functions* section of the document.

## Culture

For over two decades Lucas County's 911 system has operated within nine different agencies (Toledo Fire and Rescue, Lucas County Sheriff's Office, Lucas County EMS, Maumee Police Department, Oregon Police Department, Sylvania Police Department, Sylvania Township Police Department, Springfield Township Fire Department, Lucas County 911). Each agency has its own organizational culture and in some cases the organizational cultures of each of these agencies compete or even conflict with each other. It will be up to the management team of a consolidated operation to merge the employees from these nine different cultures and create a structure that establishes a new and distinct organizational culture that results in positive employee relationships, morale, and service as well as organizational pride.

**FUNDING FOR CURRENT SYSTEM**

The current system cost approximately \$21.5 million annually to operate with costs allocated as follows:

**INFRASTRUCTURE**

Equipment, Furnishings and Maintenance Costs

Lucas County Commissioners

Emergency Telephone System \$ 5,217,234

State of Ohio Wireless/NextGen \$ 950,000

**Infrastructure Total Cost \$ 6,167,234**

**OPERATIONS**

PSAPs (Operator) Costs

Primary

Lucas County Sheriff's Office \$ 2,576,184

City of Maumee \$ 887,060

City of Oregon \$ 1,131,332

City of Sylvania \$ 592,000

Sylvania Township \$ 1,103,349

City of Toledo \$ 7,481,356

\$13,771,281

Secondary

Lucas County EMS \$ 1,310,841

Dispatch

Consolidated Fire Dispatch \$ 293,000

**Operations Total Cost \$15,375,122**

**TOTAL SYSTEM COST \$21,542,356**

Costs associated with equipping, furnishing and maintaining the countywide system (Infrastructure) are supported by a dedicated property tax levy of 0.7 mill<sup>7</sup>. Lucas County's dedicated 911 levy generates approximately \$4.9 million in revenue annually. These local funds are supplemented with wireless/cellular line fees collected and distributed by the State of Ohio. Lucas County receives an average of \$950,000 annually from wireless/cellular line fees. These funds are required to be spent on equipment, technology, and training for next generation 911.

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<sup>7</sup> Lucas County's dedicated 9-1-1 Levy was renewed at 0.7 mill in 2016 and is not due up again for renewal until 2021.

Costs associated with operating the six primary PSAPs, one secondary PSAP, and a Consolidated Fire Dispatch (Operations) are supported by the general funds of the operating jurisdiction, office, or agency.

**SYSTEM VOLUME**

Lucas County receives an average of 410,383 calls to 911 per year<sup>8</sup>. These calls break down by PSAP as follows:

PSAP	Calls	%
Toledo	335,549	82%
Lucas County Sheriff	37,856	9%
Sylvania Township	12,219	3%
Oregon	9,519	2%
Maumee	8,783	2%
Sylvania	6,457	2%
<b>TOTAL</b>	<b>410,383</b>	

An average of 587,564 incidents are created in the computer aided dispatch (CAD) system operated countywide<sup>9</sup>. These incidents break down by PSAP as follows:

PSAP	Incidents	%
Toledo	387,702	66%
Lucas County Sheriff	99,323	17%
Sylvania Township	20,658	4%
Oregon	32,087	5%
Maumee	30,912	5%
Sylvania	16,882	3%
<b>TOTAL</b>	<b>587,564</b>	

**OPERATIONAL DISPARITY**

The disparity in call volume and incidents created between the largest primary PSAP (Toledo) and the smallest primary PSAP (Sylvania) leads to significant differences in operational efficiency. Larger PSAPs are inherently more cost efficient to operate than smaller PSAPs. Operating a service that requires coverage 24 hours a day, 365 days a year leads to baseline staffing requirements that yield higher efficiencies for larger PSAPs. This operational disparity can be observed in the average number of calls handled per staff member (Call to Staff Ratio) and the cost per call as well as the average number of incidents managed (Incident to Staff Ratio) and cost per incident.

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<sup>8</sup> 4-Year average of calls to Lucas County 911 from 2015 to 2018.

<sup>9</sup> 4-Year average of incidents created in Lucas County CAD from 2015 to 2018 allocated to jurisdiction and PSAP based upon assumptions identified in Exhibit B.

PSAP	Budget	Calls	Staff	Call to Staff Ratio	Cost per Call
Toledo	\$ 7,481,356.00	335,549	97.0	3,459	\$ 22.30
Lucas County Sheriff	\$ 2,576,184.00	37,856	33.0	1,147	\$ 68.05
Sylvania Township	\$ 1,103,349.00	12,219	13.0	940	\$ 90.30
Oregon	\$ 1,131,332.00	9,519	11.0	865	\$ 118.85
Maumee	\$ 887,060.00	8,783	11.0	798	\$ 100.99
Sylvania	\$ 592,000.00	6,457	6.0	1,076	\$ 91.69

On average, the Toledo PSAP answers 3.5 times the number of calls per staff member as the smallest PSAP by call volume (Sylvania) and processes calls at a cost that is nearly one-fifth that of the PSAP with the lowest call to staff ratio (Maumee).

PSAP	Budget	Incidents	Staff	Incident to Staff Ratio	Cost per Incident
Toledo	\$ 7,481,356.00	387,702	97.0	3,997	\$ 19.30
Lucas County Sheriff	\$ 2,576,184.00	99,323	33.0	3,010	\$ 25.94
Sylvania Township	\$ 1,103,349.00	20,658	13.0	1,589	\$ 53.41
Oregon	\$ 1,131,332.00	32,087	11.0	2,917	\$ 35.26
Maumee	\$ 887,060.00	30,912	11.0	2,810	\$ 28.70
Sylvania	\$ 592,000.00	16,882	6.0	2,814	\$ 35.07

On average, the Toledo PSAP manages 2.5 times the number of incidents per staff member at nearly a third of the cost as the Sylvania Township PSAP.

### ***FUNDING DISPARITY***

While the call and incident volume of each jurisdiction operating a PSAP leads to significant disparity in the costs of 911 services, an even greater disparity exists between jurisdictions operating a PSAP and those not operating a PSAP. Communities which have elected not to operate a PSAP, but rather to utilize the Sheriff's Office for call-taking and dispatching services, pay no operational costs associated with the call-taking and dispatching of 911 services. These communities only provide funding to the system through their residents' property tax that fund the infrastructure (equipment, furnishings and maintenance) and not the operation of the system:

- |                     |                      |
|---------------------|----------------------|
| Berkey              | Harbor View          |
| Harding Township    | Holland              |
| Jerusalem Township  | Monclova Township    |
| Providence Township | Richfield Township   |
| Spencer Township    | Springfield Township |
| Swanton Township    | Washington Township  |
| Waterville          | Waterville Township  |
| Whitehouse          |                      |

Additional, the Ohio Air National Guard, Toledo-Lucas County MetroParks, and Toledo-Lucas County Port Authority have received services and have not provided funding to the system.

If these jurisdictions paid their proportional share of the costs of the Lucas County Sheriff's Office (LCSO) operating a PSAP for their communities based upon incident volume, they would appropriately contribute the following<sup>10</sup>:

<b>Jurisdiction</b>	<b>Incidents (2015-2018)</b>	<b>% of LCSO Workload</b>	<b>Share of LCSO PSAP Budget</b>
<i>Air Guard</i>	67	0.07%	\$ 1,737.81
<i>Berkey</i>	688	0.69%	\$ 17,844.96
<i>Harbor View</i>	77	0.08%	\$ 1,997.18
<i>Harding Twp.</i>	332	0.33%	\$ 8,611.23
<i>Holland</i>	4,448	4.48%	\$ 115,369.72
<i>Jerusalem Twp.</i>	1,807	1.82%	\$ 46,868.95
<i>Lucas County</i>	44,809	45.11%	\$1,162,230.59
<i>MetroParks</i>	930	0.94%	\$ 24,121.82
<i>Monclova Twp.</i>	5,969	6.01%	\$ 154,820.56
<i>Port Authority</i>	130	0.13%	\$ 3,371.87
<i>Providence Twp.</i>	1,000	1.01%	\$ 25,937.44
<i>Richfield Twp.</i>	794	0.80%	\$ 20,594.32
<i>Spencer Twp.</i>	1,565	1.58%	\$ 40,592.09
<i>Springfield Twp.</i>	17,373	17.49%	\$ 450,611.08
<i>Swanton Twp.</i>	1,694	1.71%	\$ 43,938.02
<i>Washington Twp.</i>	4,064	4.09%	\$ 105,409.74
<i>Waterville</i>	5,454	5.49%	\$ 141,462.78
<i>Waterville Twp.</i>	3,356	3.38%	\$ 87,046.04
<i>Whitehouse</i>	4,766	4.80%	\$ 123,617.82
<b>LCSO PSAP Budget</b>	<b>99,323</b>	<b>100%</b>	<b>\$2,576,184.00</b>

The Sheriff's Office is not required by the ORC to provide 911 operational services to political subdivisions when a Countywide 911 system has been established. Rather, the LCSO provides these services to the above listed jurisdictions because it agreed to such in Lucas County's Final Plan. It is important to note that the Final Plan was adopted in 1995 and the number of calls for service in these townships and villages have increased significantly. An amendment to Lucas County's Final Plan could establish a funding model that would require all subdivisions to contribute their proportional share<sup>11</sup>.

<sup>10</sup> Based on incidents generated in the Lucas County CAD system from January 1, 2015 to December 31, 2018.

<sup>11</sup> ORC 128.07(B)(5) states that a Final Plan shall specify how costs are allocated for the operation of PSAPs and ORC 128.34(B) authorizes the attorney general or prosecutor to enforce compliance with the specifications of a Final Plan.

## ***AMENDMENT OF FINAL PLAN***

Lucas County has the ability to amend its Final Plan in accordance with ORC 128.12 consolidating 911 operations at a single PSAP and establishing an updated funding model. ORC 128.12(B)(2) states that “an amendment to a final plan...may be made by an addendum approved by a majority of the 9-1-1 planning committee” and that “the board of county commissioners shall call a meeting of the 9-1-1 planning committee for the purpose of considering an addendum.” For Lucas County the voting members of a 9-1-1 planning committee are identified in ORC 128.06 as:

1. President of the Board of County Commissioners, who shall serve as chairperson of the committee;
2. Chief Executive Officer of the most populous municipal corporation in the county (City of Toledo);
3. Member of the Board of Township Trustees of the most populous township in the county as selected by majority vote of the board of trustees (Sylvania Township);
4. Member of a Board of Township Trustees selected by the majority of township trustees in the county;
5. Chief Executive Officer of a municipal corporation in the county selected by the majority of legislative authorities of municipal corporations in the county.

## ***SAVINGS***

Consolidation of 911 operations at a single PSAP would provide significant savings to Lucas County as a whole and to each of the governmental entities currently operating PSAPs. In order to evaluate these savings, a projection of the operational costs of a consolidated 911 must be developed and a funding model for the allocation of these costs to served jurisdictions must be established.

### Operational Costs of a Consolidated 911

In order to identify operational costs of consolidated 911 operations at a single PSAP a staffing plan must be developed.

The following assumptions and resources are utilized for the development of a proposed staffing plan:

- Operations would be split between four functional areas: call taking, law enforcement dispatch, fire service dispatch, and emergency medical dispatch (EMD).
- Operations would consolidate all calls to 9-1-1 as well as community 10-digit numbers requiring law enforcement, fire service, or EMS responses. Projected call volumes are as follows<sup>12</sup>:

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<sup>12</sup> 10-digit call volumes for Lucas County, Maumee, Oregon, and Toledo are based upon a 4-year average (2015-2018) as measured by call volume through VIPER. 10-digit call volume for the City of Sylvania is based upon a 1-year (2018) count performed by the City of Sylvania due to the fact that City of Sylvania 10-digit lines are not routed through VIPER. 10-digit call volume for Sylvania Township is based upon an estimate provided by the Sylvania Township Police Department due to the fact that Sylvania Township 10-digit lines are not routed through

<b>PSAP</b>	<b>9-1-1</b>	<b>10-Digit</b>	<b>Total</b>
Lucas County	37,856	18,652	56,508
Maumee	8,783	25,028	33,811
Oregon	9,519	32,350	41,869
Sylvania	6,457	45,683	52,140
Sylvania Township	12,219	52,000	64,219
Toledo	335,549	85,880	421,429
<b>TOTAL</b>	<b>410,383</b>	<b>259,593</b>	<b>669,976</b>

- Erlang, a call center staffing calculator recognized by the Association of Public Safety Communications Officials (APCO) and the National Emergency Number Association (NENA), was utilized to project call taker staffing requirements per shift. This tool utilizes average countywide call volume by hour; peak countywide call volume by hour; average call duration (110 seconds); average wrap up time (60 seconds); and call answering targets (90% of calls to be answered in 10 seconds or less and 95% of calls to be answered in 20 seconds or less) to identify the number of call takers needed per shift.
- Operations would be fully civilianized.
- Dispatch positions for all areas of the county outside of the City of Toledo were established by analyzing incident volume. These “county” dispatch positions were then added to current dispatch positions for the City of Toledo, which remain unchanged.
- Every shift would be provided with a minimum of two frontline supervisors. While not currently factored into this projection, supervision by lead dispatcher positions as currently occurs in Lucas County EMS and many suburban dispatch operations should be reviewed and considered as a viable option for supervision.
- A shift relief factor of 1.748 was assumed for every post in the PSAP. This shift relief factor accounts for net annual work hours (NAWH) as opposed to paid annual work hours in order to account for vacation, sick, bereavement, and other leaves. Additionally, 50 hours of training has been built into each staff members NAWH to ensure proper initial and continuing education.
- Two manager positions, one for 911 call taking and law enforcement operations and one for fire service and EMD operations.
- Two training/quality assurance officers, with one dedicated to 911 call taking and law enforcement dispatch operations and one dedicated to fire service and EMD operations.
- Salaries for call takers, dispatchers and supervisors are based upon the City of Toledo PSAP’s pay scale. Benefits for call takers, dispatchers and supervisors are based upon current Lucas County costs. Manager and administrative wages and benefits were based upon pay scales for comparable positions in Lucas County and the City of Toledo.
- All administrative and technical personnel are not included in the staffing plan as they are currently and would continue to be funded by 911 levy funding.

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VIPER. City of Sylvania and Sylvania Township call volumes are predicted to be lower upon consolidation as call volumes reported include calls for community services other than law enforcement, fire service and EMS.

Utilizing these assumptions, the following minimum staffing plan with associated operational costs was developed<sup>13</sup>:

	1st Shift	2nd Shift	3rd Shift	Total Shift Posts	Personnel Required
Call Takers	9	10	9	28	49
Law Enforcement Dispatchers	7	7	7	21	37
Fire Service Dispatcher	4	4	4	12	21
Emergency Medical Dispatchers	3	3	3	9	16
Supervisors	2	2	2	6	10

Position	Personnel	Salary	PERS	FICA	Workers Comp	Health Insurance	Cost Per Position	Total Cost
Call Taker	49	\$47,382	\$ 6,633	\$ 687	\$ 531	\$ 13,236	\$ 68,469	\$ 3,354,991
Law Enforcement Dispatcher	37	\$54,641	\$ 7,650	\$ 792	\$ 612	\$ 13,236	\$ 76,931	\$ 2,846,448
Fire Service Dispatcher	21	\$47,382	\$ 6,633	\$ 687	\$ 531	\$ 13,236	\$ 68,469	\$ 1,437,853
Emergency Medical Dispatcher	16	\$54,951	\$ 7,693	\$ 797	\$ 615	\$ 13,236	\$ 77,292	\$ 1,236,678
Supervisor	10	\$67,620	\$ 9,467	\$ 980	\$ 757	\$ 13,236	\$ 92,061	\$ 920,606
LE/Call Taker Manager	1	\$80,000	\$11,200	\$1,160	\$ 896	\$ 13,236	\$106,492	\$ 106,492
FS/EMD Manager	1	\$80,000	\$11,200	\$1,160	\$ 896	\$ 13,236	\$106,492	\$ 106,492
Training/Quality Assurance Officer	2	\$55,873	\$ 7,822	\$ 810	\$ 626	\$ 13,236	\$ 78,367	\$ 156,734
<b>TOTAL</b>								<b>\$ 10,166,294.07</b>

Based upon this projection, consolidation would provide a projected \$5.2 million, or 34%, reduction in 911 operational costs countywide.

### Funding Model

The fair allocation of operational costs to jurisdictions served by a countywide consolidated 911 is integral to its sustainability. While it might be tempting to simply utilize population, population does not account for the workload jurisdictions place on a consolidated operation. Any model developed must equitably divide the costs of the system based upon jurisdictional use.

Incidents can objectively be measured in the countywide CAD system. The CAD system logs all incidents which occur in Lucas County and consolidates multiple calls for service related to an event into a single incident. Additionally, utilization of incidents captures the costs associated with resources (i.e. dispatcher time) dedicated to actions that are not initiated by a citizen call for service (e.g. officer initiated events). While it is reasonable to propose a hybrid formula that takes into

<sup>13</sup> The staffing plan developed is based upon call and incident volumes as identified in the list of assumptions. Because call volumes will most likely be lower upon implementation of consolidation (Refer to Footnote 12), the new consolidated entity should carefully review call volume through the initial years and adjust the staffing plan accordingly. It is also important to note that posts identified are minimum staffing numbers. Therefore, when personnel are not on leave, staffing for each post will be higher but will not result in additional costs.

account call volume, current technology does not provide an objective method to measure call volume in a consolidated operation. The 911 call volume data provided earlier in this report was generated from Centralized Automatic Message Accounting (CAMA) trunk reports. Currently, CAMA trunks are dedicated to each of the PSAPs allowing for measurement of call volume. However, upon consolidation, these CAMA trunks will all be routed to a single PSAP, not allowing measurement based upon the current 911 selective routing. Another source of call volume measurement that could be utilized is the Automatic Location Identification (ALI) information provide with each call. While ALI is provided on every landline call, it is not consistently provided on wireless calls. Wireless calls require triangulation of the device generating the call to identify the exact location of the caller (Phase II). Phase II information requires a longer call duration to be generated and thus is not always received. Rather, for shorter calls, often only the location of the tower (Phase I) is provided and the tower location and caller are not always in the same jurisdiction. Therefore, with landline calls representing a declining percentage of calls and inconsistent location information from wireless calls, call volume does not currently represent a viable objective measure of work load. Therefore, it is proposed that incidents are the best measure of system utilization for a consolidated operation in Lucas County.

A proportional share of operational costs can be identified by calculating the percentage of CAD incidents generated for a jurisdiction. That being said, it is important to note that while there is a shared countywide CAD system in Lucas County, CAD practices are not standardized across the county. As such, jurisdictions may utilize CAD in different ways and may log events or incidents in CAD that do not involve the PSAP or a public safety communications professional. Such incidents must be removed from the allocation formula as they do not create a work load upon the operation of a consolidated operation and thus should not generate a cost to the jurisdiction.

In order to identify incidents to be removed from the allocation formula, all public safety agencies to be served by a consolidated operation were provided the opportunity to submit a list of incidents in their jurisdiction that do not require the involvement of the PSAP or a public safety communications professional. These lists were reviewed by a panel of individuals involved in PSAP operations which included representatives from each PSAP (Lucas County Sheriff's Office, Maumee, Oregon, Sylvania, Sylvania Township), Lucas County 911, and the two fire dispatch agencies (Toledo Fire and Rescue Department and Springfield Township Fire Department, which operates Consolidated Fire Dispatch). Exhibit B provides a list of the incidents removed and assumptions utilized to calculate each jurisdiction's proportional use of the system as well as a detailed breakdown of incidents by agency (law enforcement, fire services, EMS) within each jurisdiction.

Based upon the assumptions identified in Exhibit B, the following cost allocation is projected for each jurisdiction:

<b>Jursidiction</b>	<b>Average Incidents</b>	<b>Percentage of Total Incidents</b>	<b>Projected Consolidated Cost Allocation</b>
Air Guard	67	0.0114%	\$ 1,159.26
Berkey Village	688	0.1171%	\$ 11,904.08
Harbor View	77	0.0131%	\$ 1,332.29
Harding Twp	332	0.0565%	\$ 5,744.41
Holland	4,448	0.7570%	\$ 76,961.28
Jerusalem Twp	1,807	0.3075%	\$ 31,265.52
Lucas County	44,809	7.6262%	\$ 775,305.28
Maumee	23,966	4.0789%	\$ 414,670.41
MetroParks	930	0.1583%	\$ 16,091.27
Monclova Twp	5,969	1.0159%	\$ 103,278.30
Oregon	32,087	5.4610%	\$ 555,183.57
Ottawa Hills	6,946	1.1822%	\$ 120,182.79
Port Authority	130	0.0221%	\$ 2,249.32
Providence Twp	1,000	0.1702%	\$ 17,302.45
Richfield Twp	794	0.1351%	\$ 13,738.14
Spencer Twp	1,565	0.2664%	\$ 27,078.33
Springfield Twp	17,373	2.9568%	\$ 300,595.39
Swanton Twp	1,694	0.2883%	\$ 29,310.34
Sylvania City	16,882	2.8732%	\$ 292,099.88
Sylvania Twp	20,658	3.5159%	\$ 357,433.92
Toledo	387,702	65.9846%	\$ 6,708,192.71
Washington Twp	4,064	0.6917%	\$ 70,317.14
Waterville	5,454	0.9282%	\$ 94,367.54
Waterville Twp	3,356	0.5712%	\$ 58,067.01
Whitehouse	4,766	0.8111%	\$ 82,463.46
<b>Total</b>	<b>587,564</b>	<b>100.0000%</b>	<b>\$ 10,166,294.07</b>

The following budget impact is projected when comparing cost allocations of a consolidated 911 operation and 911 operation without consolidation:

Jursidiction	Current Budget	Proportional Share without Consolidation	Projected Consolidated Cost Allocation	Projected Consolidation Budget Impact
Air Guard		\$ 1,737.81	\$ 1,159.26	\$ (578.54)
Berkey Village		\$ 17,844.96	\$ 11,904.08	\$ (5,940.87)
Consolidated Fire Dispatch*	\$ 293,000.00		\$ -	\$ (293,000.00)
Harbor View		\$ 1,997.18	\$ 1,332.29	\$ (664.89)
Harding Twp		\$ 8,611.23	\$ 5,744.41	\$ (2,866.82)
Holland		\$ 115,369.72	\$ 76,961.28	\$ (38,408.44)
Jerusalem Twp		\$ 46,868.95	\$ 31,265.52	\$ (15,603.43)
Lucas County	\$ 2,576,184.00	\$ 1,162,230.59	\$ 775,305.28	\$ (1,800,878.72)
Lucas County EMS*	\$ 1,310,841.00		\$ -	\$ (1,310,841.00)
Maumee	\$ 777,060.00		\$ 414,670.41	\$ (362,389.59)
MetroParks		\$ 24,121.82	\$ 16,091.27	\$ (8,030.54)
Monclova Twp		\$ 154,820.56	\$ 103,278.30	\$ (51,542.26)
Oregon	\$ 1,131,332.10		\$ 555,183.57	\$ (576,148.53)
Ottawa Hills	\$ 110,000.00		\$ 120,182.79	\$ 10,182.79
Port Authority		\$ 3,371.87	\$ 2,249.32	\$ (1,122.55)
Providence Twp		\$ 25,937.44	\$ 17,302.45	\$ (8,634.99)
Richfield Twp		\$ 20,594.32	\$ 13,738.14	\$ (6,856.18)
Spencer Twp		\$ 40,592.09	\$ 27,078.33	\$ (13,513.76)
Springfield Twp		\$ 450,611.08	\$ 300,595.39	\$ (150,015.70)
Swanton Twp		\$ 43,938.02	\$ 29,310.34	\$ (14,627.67)
Sylvania City	\$ 592,000.00		\$ 292,099.88	\$ (299,900.12)
Sylvania Twp	\$ 1,103,349.00		\$ 357,433.92	\$ (745,915.08)
Toledo	\$ 7,481,356.00		\$ 6,708,192.71	\$ (773,163.29)
Washington Twp		\$ 105,409.74	\$ 70,317.14	\$ (35,092.60)
Waterville		\$ 141,462.78	\$ 94,367.54	\$ (47,095.24)
Waterville Twp		\$ 87,046.04	\$ 58,067.01	\$ (28,979.03)
Whitehouse		\$ 123,617.82	\$ 82,463.46	\$ (41,154.37)
<b>Total</b>	<b>\$ 15,375,122.10</b>	<b>\$ 2,576,184.00</b>	<b>\$ 10,166,294.07</b>	<b>\$ 5,208,828.03</b>

*\* It is important to note that should consolidation occur, in addition to the consolidation of the six primary PSAPs into a single operation, the secondary PSAP operated by Lucas County EMS and the Consolidated Fire Dispatch operated by Springfield Township Fire would be consolidated. This consolidation would provide \$1.3 million in annual savings to the dedicated countywide EMS fund and \$293,000 in annual savings to Springfield Township Fire.*

## ***NON-EMERGENCY FUNCTIONS***

A concern for each jurisdiction currently operating a PSAP when considering consolidation is the delivery of non-emergency functions currently provided by PSAP staff. Every PSAP provides auxiliary non-emergency services for the communities which they serve. Examples of these services include:

- Call taking and dispatch for non-emergent incidents requiring a law enforcement, fire service and EMS response
- Call taking, coordination, dispatch and notification for local public services (e.g. trash pick-up, pot holes, downed electrical lines, water main breaks)
- Records functions (e.g. warrant entry and verification; LEADS/NCIC entry and verification; generation of report numbers)
- 24/7 community notifications (e.g. Amber Alerts, EAS, WENS, Ohio Fire Chiefs Response Plan, Ohio Air National Guard, Davis Besse Nuclear Power Station)
- House check and overnight parking requests
- Vehicle tow requests
- Monitoring of community surveillance systems
- Staffing of municipal/township police stations and temporary holding facilities
- Clerk of Court functions to include the collection of surety bonds

Each of these services are provided by at least one if not all of the PSAPs currently in Lucas County's system. Consolidation into a single countywide PSAP will impact the delivery of these services. New models will need to be developed to effectively and efficiently deliver these services. Many of these services can be effectively and efficiently delivered through collaboration and utilization of currently available resources.

Before discussing how non-emergency functions could be managed with consolidation, it is important to first identify where community calls for service should most appropriately be routed. Exhibit C provides a clear and concise delineation of community phone numbers and reporting services currently available and their appropriate use.

### Non-Emergent Incidents

All calls for service that are non-emergent but require a law enforcement, fire service, or emergency medical service response should be routed through a local 10-digit non-emergency number. Each community that operates a public safety agency is required to operate and publish such a number. Additionally, the Lucas County Sheriff's Office operates a countywide 10-digit non-emergency number (419-243-5111) to support jurisdictions that either do not operate a public safety agency or do not maintain their own independent local 10-digit non-emergency number.

These numbers are a vital component of the public safety communications system as they ensure that citizens can access public safety services for non-emergent incidents while not hindering response times to emergencies involving immediate threats to life or property. This is accomplished through call prioritization. The system's call handling system ensures that calls placed to 911 are prioritized ahead of 10-digit non-emergent lines.

As stated earlier in the report (*Savings – Operational Costs of a Consolidated 911*), it is proposed that upon consolidation all 10-digit non-emergency lines be routed and serviced by the consolidated operation. The staffing plan presented earlier is based upon this assumption. This represents the best solution for at least two reasons. First, it is challenging to distinguish and communicate to the public a clear line between emergent (911) and non-emergent (10-digit) incidents. Second, whether an incident is emergent or non-emergent, if it requires a response from a public safety agency, it must be properly entered into the countywide CAD system and dispatched in accordance with the incident specific response plan established by the jurisdictional public safety agency.

It is also important to note that many residents utilize both 911 and local 10-digit non-emergency numbers to access community information, such as the location of public buildings and community event schedules. While this is an inappropriate use of 911 and local 10-digit non-emergency numbers, a consolidated operation would be well served to have this information on hand to provide residents with a level of service the community has come to expect. As such, similar to Montgomery County’s (Ohio) consolidated operation, it is proposed that a database of this information be created, maintained, and available to call takers via a web-based collaborative platform such as SharePoint to ensure there is no perception that community resources have been lost.

### Local Public Services

To different degrees each of the jurisdictions currently operating a PSAP accept and dispatch calls for public services, such as trash pick-up, pot holes, downed electrical lines, and water main breaks. While each jurisdiction may establish their own new structure for managing these calls, an option available to them is to partner with the City of Toledo’s customer service agency, known as Engage Toledo.

Launched in 2015 as an aggressive rebranding effort, Engage Toledo provides the opportunity for residents to request city services, report concerns or access information 24-hours a day, 365-days a year via a call to a skilled customer service professional, logging on to a website, or downloading a mobile app. Services commonly provided through Engage Toledo include dispatch of field personnel for temporary turn-off/turn-on of water service, water emergencies, main breaks, water leaks, flooding, sewer back-ups and calls to Ohio Utility Protection Services (OUPS); call-outs to various city field personnel for sand at accidents, orange barrels, traffic signal outages, or trees blocking the road; reporting of downed electrical lines to Toledo Edison; after-hour call-outs to city personnel; and recording employee call-off.

The service has led to the City of Toledo being designated as a “Citizen Engaged Community” by the Public Technology Institute for its use of technology to improve citizen participation and government performance reporting. Toledo is one of only three cities in the nation with this designation.

The City of Toledo is interested and willing to partner with any jurisdiction to expand the reach of this program. Interested jurisdictions should reach out to Abby Arnold, Deputy Chief of Staff to the Mayor of the City of Toledo.

## Records Functions

Law Enforcement agencies consistently require access to the following functions from the field: warrant entry and verification; LEADS/NCIC entry and verification; and generation of report numbers. A majority of these functions should be supported by dedicated 24/7 records personnel. Consolidation of PSAP operations provides an opportunity for collaboration and innovation in this area, particularly amongst suburban courts, PSAPs and law enforcement agencies.

Currently, the City of Toledo and Lucas County Sheriff's Office operate 24/7 records operations separate and distinct from their respective PSAPs. While the City of Toledo provides records functions solely for Toledo Police Department, the Lucas County Sheriff's Office supports the 15 jurisdictions served by their PSAP with the following staffing plan:

Shift	Position	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday		Sunday	
		Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max
1st	Clerk	3	4	3	4	3	4	3	4	3	4	1	2	1	2
	Sgt.	1	1	1	1	1	1	1	1	1	1	0	0	0	0
	<i>Total</i>	4	5	4	5	4	5	4	5	4	5	1	2	1	2
2nd	Clerk	1	2	1	2	1	2	1	2	1	2	1	2	1	2
	Sgt.	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	<i>Total</i>	1	2	1	2	1	2	1	2	1	2	1	2	1	2
3rd	Clerk	1	2	1	2	1	2	1	2	1	2	1	2	1	2
	Sgt.	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	<i>Total</i>	1	2	1	2	1	2	1	2	1	2	1	2	1	2

Upon consolidation, it is proposed that the Sheriff's Records Division provide 24/7 records support to all Lucas County law enforcement agencies except the City of Toledo. In order to accomplish this level of support the County would add two additional Records Clerks and re-purpose the six Sergeants currently assigned to the Sheriff's PSAP, converting them to working Records Sergeants. This investment by the County would increase the minimum staffing from one Records Clerk on nights and weekends to a minimum of two Records Clerks on weekend first shifts and a minimum of three on all other shifts. As the following staffing plan illustrates, most shifts would have four or more Records Clerks on duty:

Shift	Position	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday		Sunday	
		Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max
1st	Clerk	3	4	3	4	3	4	3	4	3	4	1	2	1	2
	Working Sgt.	2	3	2	3	2	3	2	3	2	3	1	2	1	2
	<i>Total</i>	5	7	5	7	5	7	5	7	5	7	2	4	2	4
2nd	Clerk	2	3	2	3	2	3	2	3	2	3	2	3	2	3
	Working Sgt.	1	2	1	2	1	2	1	2	1	2	1	2	1	2
	<i>Total</i>	3	5	3	5	3	5	3	5	3	5	3	5	3	5
3rd	Clerk	2	3	2	3	2	3	2	3	2	3	2	3	2	3
	Working Sgt.	1	2	1	2	1	2	1	2	1	2	1	2	1	2
	<i>Total</i>	3	5	3	5	3	5	3	5	3	5	3	5	3	5

The Sheriff's 24/7 records division would be reached via a dedicated radio channel on the Countywide Interoperable Communication System that could be accessed from the field through the simple turn of a dial or push of a button on law enforcement officers' mobile and portable radios. The Sheriff's Records Division could also be reach by a call to their dedicated 24/7 phone line.

Warrants are currently verified differently throughout the County. Some departments still maintain paper copies of warrants in filing cabinets while others have gone completely paperless. The Lucas County Sheriff's Office currently serves as the record holder for 53% of the warrants issued by suburban and county courts<sup>14</sup>. The Sheriff's Office, similar to Toledo Police and Toledo Municipal Court, utilize NORIS's paperless warrant application. This application allows warrants to be searched digitally by name, social security number and regional identifier (RID). If an individual with a verified warrant is taken into custody, the warrant can be electronically sent to intake at the Lucas County Corrections Center and utilized in the booking process.

If the Sheriff's Office serves as the record holder for all suburban and county court warrants, all warrants could be scanned into NORIS's paperless warrant application and verified via the Sheriff's 24/7 Records Division. This service would require suburban and county courts to forward all warrants and warrant revocations to the Sheriff's Office, for them to serve as the record holder. Copies of paper warrants could be collected by the Sheriff's Office daily if not more often through the normal mail run and detainee transports that occur between the courts and the Lucas County Corrections Center, where the Sheriff's Records Division is housed.

Additionally, all suburban law enforcement agencies could utilize the Sheriff's Records Division as the primary record holders for the entry and verification of stolen property and missing persons into LEADS and NCIC. Similar to warrant entry, law enforcement agencies would simply need to provide the Sheriff's Records Division with appropriate incident reports that document the information necessary for the entry of stolen property and missing persons into LEADS and NCIC.

Finally, some suburban law enforcement agencies utilize their respective PSAPs to generate incident report numbers. All modern report writing software provide the capability for officers to self-generate report numbers from the field. Upon consolidation, law enforcement agencies would be required to utilize this feature of their respective report writing software.

These changes in records functions would not require any additional investment by suburban law enforcement agencies or courts nor would it impact suburban law enforcement agencies' records divisions. Rather, it would require an investment by the County of \$145,000 for two additional clerks and the reassignment of six displaced Sergeants from the Sheriff's Communications Division. For this small investment from the County's General Fund, the County, its courts and its law enforcement agencies could ensure thorough, accurate and current warrant, stolen property, and missing person search and verification.

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<sup>14</sup> As of March 18, 2019 per report generated by the Lucas County Sheriff's Office.

### 24/7 Community Notifications

The six PSAPs in Lucas County are responsible for many safety-related community notifications that must be performed at all hours. Examples of these are Amber Alerts, Emergency Alert System (EAS), Wireless Emergency Notification System (WENS), Ohio Fire Chief's Response Plan activation, Ohio Air National Guard ring-down phone, and Davis Besse Nuclear Power Station ring-down phone. A consolidation PSAP operation would be required to take on these responsibilities. Each of these functions would be assigned to the appropriate job classification (call taker, dispatcher) and requisite training would be incorporated in annual training and drill requirements.

### House Check and Overnight Parking Requests

Many law enforcement agencies provide courtesy house checks for residents when they are away from their property for extended periods of time. Some jurisdictions also have ordinances pertaining to street parking requiring residents to call into their local law enforcement agency for permission to park vehicles on the street overnight. Currently, requests for these services are submitted by a call to the local non-emergency 10-digit number where they are processed by public safety telecommunicators. Upon consolidation it is proposed that jurisdictions select one of the following recommended solutions:

1. Utilize current first shift administrative personnel to collect requests for house checks or overnight parking during normal business hours and provide access to a web-based submittal portal after hours, such as NORIS's House Check web-application.
2. Utilize current first shift administrative personnel to collect requests for house checks or overnight parking during normal business hours and partner with another community phone number and reporting service after hours, such as Engage Toledo or the Sight Center of Northwest Ohio.
3. Utilize current first shift administrative personnel to collect requests for house checks or overnight parking during normal business hours and utilize the consolidated PSAP for after hours, with the understanding that such services will be logged as an incident and charged to the jurisdiction.

Regardless of the methodology selected, jurisdictions are encouraged to contact Joyce Rupley at NORIS to learn about their House Check application. NORIS's House Check application provides a convenient way to log, track, and randomly rotate and assign house check duties.

### Vehicle Tow Requests

Currently, public safety telecommunicators in several Lucas County PSAPs are utilized to order the tow of a vehicle. The ordering of these services is an administrative task that can be time intensive and divert public safety telecommunicators from their focus on calls for emergency services. Therefore, it is proposed that upon consolidation orders to tow vehicles be routed through 24/7 records divisions (Toledo Police or Lucas County Sheriff's Office). The Toledo Police Department's Records Division currently utilizes this model and the staffing proposed above for

the expansion of the Lucas County Sheriff's Records Division accommodates the provision of these services for all suburban jurisdictions.

Consolidation of suburban tow services with the Lucas County Sheriff's Records Division would not require jurisdictions or law enforcement agencies to relinquish their control over the vendors or policies they utilize for tow services. The Lucas County Sheriff's Office currently maintains jurisdiction-specific lists and policies for tow and unlocking services for jurisdictions served by their PSAP. Upon consolidation, it is proposed that the Sheriff's Office would move this function from its Communications Division to its Records Division and utilize the list of vendors and policies provided by each jurisdiction to provide towing services.

#### Monitoring of Community Surveillance Systems

Suburban PSAPs are currently charged with the monitoring of surveillance systems within their respective communities, often including school cameras. Access to these systems allow public safety telecommunicators to maintain situational awareness and relay critical information to first responders during emergencies. This is not a resource that communities should be asked to lose in a consolidation. Therefore, it is proposed that access to these systems be transferred to the consolidated 911 operation. The transfer of this access should be easily achieved through partnership with each community's vendor, as modern surveillance systems are IP (Internet Protocol) based and can be routed between networks. Provided the appropriate network access and credentials, community surveillance cameras could be accessed and monitored at individual work stations or on larger displays strategically placed near the appropriate dispatcher in the consolidated operations center. Proof of the transferability of these systems is the access the Maumee PSAP established for Ottawa Hills Local Schools upon the consolidation of the Ottawa Hills PSAP into Maumee's PSAP.

#### Local Police Stations

Suburban police departments currently operating PSAPs (Oregon, Maumee, Sylvania, and Sylvania Township) utilize their telecommunicators to provide 24/7 staffing of their local police stations. Removal of the PSAP would eliminate this personnel and require a change in the way in which these departments think about their police stations. Most smaller and suburban law enforcement agencies that do not operate a PSAP are unable to staff their police station 24/7. It is simply not practical for the low volume of utilization after hours. Rather, smaller and suburban law enforcement agencies ensure that administrative staff are available during normal business hours and adapt one or both of the following features into their facilities:

- A telephone that provides immediate connectivity to public safety telecommunicators for the summoning of law enforcement resources; and/or
- A secure space (safe haven, panic room) where victims fleeing aggressors can enter the lobby or some other area of the building, push a button to lock the exterior door, and automatically alert local law enforcement.

These features represent the most common approach by law enforcement agencies, including many in Lucas County, to unstaffed facilities.

## Clerk of Court Functions

Three of the four suburban jurisdictions that operate a PSAP (Maumee, Oregon, and Sylvania) also operate municipal courts. As a courtesy and as workload allows, the telecommunicators in these jurisdictions accept bonds after hours on behalf of the clerks of each of these municipal courts. The municipal courts of each jurisdiction have come to rely upon the provision of this service by public safety telecommunicators. As such, consolidation will impact this function. It is proposed that the clerks of each of the municipal courts consider one of the following alternative solutions:

1. Establish on-call procedures for clerks to accept bonds after hours;
2. Contract with an online automated cash bonding service provider (e.g. [www.cashbondonline.com](http://www.cashbondonline.com)); or
3. Contract with the Toledo Municipal Court.

## Jurisdictional Discretion

While models for managing the delivery of non-emergency services have been presented above, it is each jurisdiction's choice on how to most efficiently and effectively provide services to their respective communities. The opportunities presented above simply illustrate that there are reasonable and cost effective solutions to deliver services outside of the current jurisdictional PSAPs.

## **GOVERNANCE**

One of the most important decisions when considering consolidation is the governance structure under which a new entity will operate. While there are different models throughout the state and country, two models were identified as most effective and efficient in a 2013 report on consolidation prepared for the State of Ohio Department of Administrative Services<sup>15</sup>:

1. County Governance Model
  - In this model, the consolidated PSAP is part of the organization of the County and exists as a department reporting to the Board of County Commissioners.
2. Joint Powers Authority
  - In this model, the consolidated PSAP is an independent agency headed by a civilian director reporting to a board comprised of representative of the participating members.

The governance model selected must be one which is able to garner the greatest level of local support. Trust and sharing of operational control are critical aspects of consolidation. For this reason, it is proposed that consolidation occur under the Joint Power Authority model. This ensures that there is no perception that any one participant in the consolidation gains over another. The

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<sup>15</sup> L.R. Kimball report prepared for the Ohio Department of Administrative Services. (November 2013). *Public Safety Answering Point Consolidation*. Retrieved from <https://911.ohio.gov/Portals/0/ESINet%20Steering%20Committee/RPT131125%20srw%20rjs%20Ohio%20PSAP%20Consolidation%20FINAL%20MAJ.pdf?ver=2015-11-24-122959-503>

most effective way to implement a joint powers model is through the creation of a council of governments with a board of directors comprised of representatives from the agencies served by the consolidated PSAP (law enforcement and fire service). This model brings the following advantages:

- Independent leadership providing equitable service to all agencies;
- Neutrality of the disciplines served (law enforcement, fire service, EMS);
- A singular organizational mission focus on PSAP services without competition for resources; and
- Effective organizational development as civilian personnel can progress up a career path into supervisory and management positions.

In order for a council of governments to effectively govern a consolidated 911 operation, it is important that real and perceived vested interests be balanced. Examples of this include balancing the interests of:

- Law Enforcement and Fire Service
- Municipal Corporations (Cities and Villages) and Townships
- Large Governmental Entities (County and Major Municipalities) and Small Governmental Entities (Suburban and Rural Communities)

The distribution of authority established for the 911 Planning Committee in ORC Section 128.06 provides a nice model for balancing interests. Therefore, it is proposed that the composition of the board of directors build off the foundation of ORC Section 128.06 and be comprised of the following members:

<u>Position</u>	<u>Discipline</u>	<u>Affiliation</u>
County Sheriff	Law Enforcement	County
Largest Municipal Police Chief	Law Enforcement	Municipal
Largest Municipal Fire Chief	Fire Service	Municipal
Largest Township Police Chief	Law Enforcement	Township
Municipal Police Chief <sup>16</sup>	Law Enforcement	Municipal
Municipal Fire Chief <sup>17</sup>	Fire Service	Municipal
Township Fire Chief <sup>18</sup>	Fire Service	Township

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<sup>16</sup> Police Chief of a City or Village in Lucas County appointed by a majority of the members of Metro Toledo Criminal Justice Administrators that serve as chief executive law enforcement officials of an agency in Lucas County

<sup>17</sup> Fire Chief of a City or Village in Lucas County appointed by a majority of the members of the Lucas County Fire Chiefs Association that serve as chief executive fire service officials of an agency in Lucas County

<sup>18</sup> Fire Chief of a Township appointed by a majority of the members of the Lucas County Township Association

In order to ensure the operational needs and fiscal interests of each of the subdivisions in Lucas County are represented in the organization, it is proposed that a minimum of three standing sub-committees/technical advisory committees be maintained: law enforcement, fire service, and administrators. The law enforcement and fire service technical advisory committees, comprised of every police and fire chief or their designee in Lucas County, would be responsible for reviewing, presenting and recommending policy and procedure impacting their respective disciplines and agencies. The administrators technical advisory committee, comprised of the chief elected official or their designee of each subdivision in Lucas County, would be responsible for reviewing administrative and budgetary matters. It is proposed that the annual budget and all collective bargaining agreements would require the approval of a simple majority of the administrators technical advisory committee.

### ***ORGANIZATIONAL STRUCTURE***

In a consolidated organization, it is proposed that both the “Owner” (technological infrastructure currently provided by the 911 Department under the Board of Lucas County Commissioners) and “Operator” (PSAP operations currently provided by five subdivisions and the Lucas County Sheriff’s Office) components be merged under a newly created council of governments’ board of directors. Merging of these components will provide the added benefit of ensuring that decisions regarding the technological infrastructure of the system align with the operations and vice versa. Exhibit D provides an organizational chart of a merged and consolidated 911 based upon the preliminary staffing plan developed for cost projections.

### ***WORKFORCE***

The most important asset of any public service organization is its workforce. In order for a merged and consolidated 911 to effectively deliver services to the residents and public safety agencies of Lucas County, it must have an experienced, well-trained and engaged workforce.

The savings projected by consolidation are achieved through reductions in the overall number of public safety communications positions in Lucas County. There are currently approximately 179 civilian public safety communications positions in Lucas County, with 170 serving in frontline positions (call taker/dispatcher) and 9 in supervisory positions. The proposed staffing plan identifies 133 civilian public safety communications positions, 123 frontline and 10 supervisory. This represents a reduction of 47 frontline positions and an increase of 1 supervisory position. Despite this reduction in positions, no layoffs are projected.

Layoffs are not projected for two reasons. First, jurisdictions will require some additional personnel to perform non-emergency functions currently performed by the public safety communications professionals operating in their PSAP. Some current PSAP staff may choose to remain with their current employer to fill these roles. Second, because this consolidation provides savings to jurisdictions currently operating PSAPs, a new merged and consolidated 911 organization can reach peak operational efficiency over time through attrition. Overstaffing in the new organization at the outset will provide for a safer and more effective transition by allowing time for training and adaptation to the new organization’s policies, practices and procedures. It is projected that through attrition peak operational efficiency would be achieved in 3.5 years. Exhibit

E provides a projection of operational budgets between implementation of PSAP consolidation and peak operational efficiency.

Therefore, it is proposed that every individual currently serving in any of the following roles in a PSAP, dispatch center, or department providing 911 services in Lucas County be offered employment with the new merged and consolidated 911 organization:

- Operator
- Radio/Telephone Operator
- Fire Communications Specialist
- Police Communications Specialist
- Police Communications Specialist II
- Police Dispatcher
- Telecommunicator
- Chief Telecommunicator
- Emergency Medical Dispatcher
- Dispatcher
- Chief Dispatcher
- Lead Dispatcher
- Supervisor – Communications
- 911 Training Officer
- Computer Network Support Technician
- Computer Technician
- Systems Analyst/Programmer
- Geographic Information Systems Analyst
- Record Clerk

It is recommended that a Memorandum of Understanding (MOU) stating the above be signed by the chief executives of each of the governmental entities currently operating a PSAP, dispatch center or department (See Exhibit F). Additionally, the MOU must ensure that the new merged and consolidated 911 organization collectively bargain with the work force for fair wages and conditions of employment, to include recognition of seniority accrued through work experience at a PSAP, dispatch center, or department providing 911 services in Lucas County. It is important to note that all the positions impacted by the proposed consolidation are civilian (non-uniformed, non-sworn). Therefore, there will be no impact to these employees' pension allocations or contributions. These employees will remain members of the Ohio Public Employees Retirement System (OPERS).

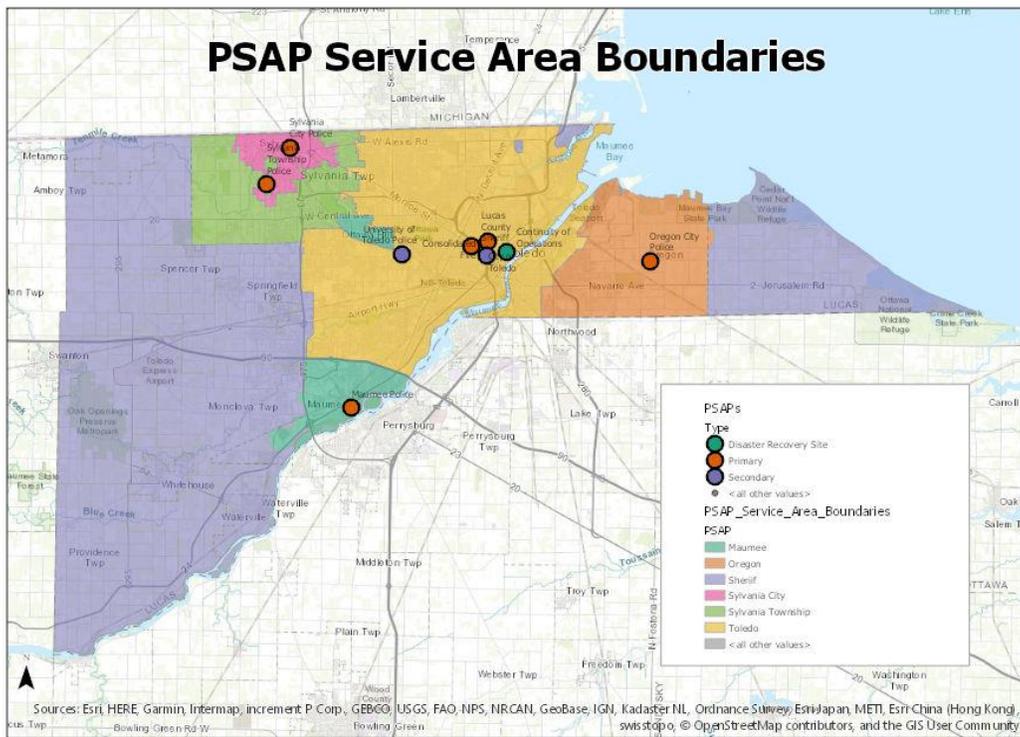
## ***NEXT STEPS & TIMEFRAME***

In order to implement the merging and consolidation of 911 in Lucas County, the following next steps and associated timeframes would be required:

1. Amend Lucas County's Final Plan (911 Implementation Plan for Lucas County)
  - a. Draft an amendment to Lucas County's Final Plan [15 days]
  - b. Convene a meeting of the members of the 911 planning committee as identified in ORC Section 128.06 to vote upon proposed amendments to Lucas County's Final Plan [30 days]
2. Establish a regional council of governments
  - a. Draft bylaws for a new regional council of governments [30 days]
  - b. Garner resolutions and ordinances from member jurisdictions to create and enter into regional council of governments [90 days]
3. Establish organizational structure of the new regional council of governments
  - a. Appoint operating board members [30 days]
  - b. Hire Executive Director and Human Resources Manager [60 days]
  - c. Hire Administrative Assistant/Payroll Clerk [30 days]
  - d. Contract for legal, health care, and fiscal services for the new regional council of governments [90 days]
  - e. Provide offers of employment and hire all public safety communications professionals currently serving the countywide 911 system [30 days]
  - f. Certify representation for non-command, command, and technical/administration bargaining units [90 days]
  - g. Negotiate collective bargaining agreements with non-command, command, and technical/administration units [90 days]
4. Establish and train operating policies and procedures
  - a. Work with a committee of public safety communications professionals and first responders to draft operational policies and procedures [120 days]
  - b. Develop training program [60 days]
  - c. Provide training to all employees intended to be employed with the new merged and consolidated operations [120 days]
5. Execute necessary infrastructure modifications
  - a. Modify layouts of operations and administration floors [90 days]
  - b. Update CAD to account for shifts in agency assignments of employees and modified policies and procedures [120 days]
6. Cut-over operations to new merged and consolidated 911

While this is not a comprehensive list of actions, it provides an overview of next steps required to implement a merged and consolidated 911. It is projected that once initiated, the process would take approximately 18 months to complete (See Exhibit G – Implementation Timeline).

# EXHIBIT A – PRIMARY PSAP COVERAGE MAP



**EXHIBIT B – ASSUMPTIONS FOR FUNDING ALLOCATION FORMULA**

**Report Details**

Totals - All totals are based on a 4-year average (2015-2018).

Out of Service Codes - OOS: Places a unit out of service **without** creating an incident number. OOS codes were removed, under the agreement that OOS codes are used for routine tasks that do not need to be monitored by a call-taker/dispatcher. The CAD entry must be done via Mobile Data Terminal (MDT) and have no call-taker/dispatcher involvement.

Exception: Toledo Fire will continue to use OOS codes WITH dispatcher involvement and include OOS codes in their totals.

Problem Nature/Type Code: Creates an incident beginning with a 3-letter identifier (LSO, TOF, STP, etc).

The following problem natures were removed from the cost allocation formula:

PATCH                      WEATHER                      TEST

The following problem natures were removed from the cost allocation formula and will be removed from the CAD Problem Nature list, but added as OOS codes:

ACADEMY	RADAR
BLKWATCH	RANGE
COP	REPORTIN
COURT	SCHOOLSP
DESK	SDESK
DOORCK	SI
EMS	STABLE
FOOT	TESTCODE
GAS	TESTRB
HC	TRAFSP
LOGSUS	UNIFORM
MAILRUN	VEHCK
OPPS	WASH

INFO-L , EMERG - These (2) two problem natures were removed from all jurisdictions served by Lucas County Sheriff (LSO). It was determined that wireless hang-up calls were entered for Sheriff substation locations, even when the call did not originate in that jurisdiction. These incidents were added to Lucas County Sheriff (LSO) totaling 14,359. Upon consolidation, these incidents will be allocated to the jurisdiction based on the Phase I (tower location) or Phase II (triangulated position of device) information received.

Jurisdiction	Incidents	Total Incidents	Share of Cost %
<b>Air Guard</b>			
AGF - Air Guard Fire	67		
AGP - Air Guard Police	0		
Air Guard Total:		67	0.0114%
<b>Berkey Village</b>			
BVP - Berkey Village Police	628		
EMS - Emergency Medical Services	14		
LSO - Lucas County Sheriff	30		
RTF - Richfield Twp Fire	16		
Berkey Village Total:		688	0.1171%
<b>Harbor View</b>			
HVP- Harbor Village Police	46		
EMS - Emergency Medical Services	9		
LSO - Lucas County Sheriff	12		
ORF - Oregon Fire	10		
Harbor View Total:		77	0.0131%
<b>Harding Twp</b>			
EMS - Emergency Medical Services	49		
LSO - Lucas County Sheriff	229		
SFF - Springfield Fire	30		
SPF - Spencer Fire	24		
Harding Twp:		332	0.0565%
<b>Holland</b>			
HOP - Holland Police	3,564		
EMS - Emergency Medical Services	431		
SFF - Springfield Fire	453		
Holland Total:		4,448	0.7570%
<b>Jerusalem Twp</b>			
JTF - Jerusalem Twp Fire	362		
EMS - Emergency Medical Services	289		
LSO - Lucas County Sheriff	1,156		
Jerusalem Twp Total:		1,807	0.3075%
<b>Lucas County Sheriff</b>			
LSO - Lucas County Sheriff	44,809		
Lucas County Sheriff Total:		44,809	7.6262%
<b>Maumee</b>			
MAF - Maumee Fire	3,605		
MAP - Maumee Police	18,691		
EMS - Emergency Medical Services	1,670		
Maumee Total:		23,966	4.0789%

<b>Metro Parks</b>			
MPP - Metro Parks Police	930		
<b>Metro Parks Total:</b>		930	0.1583%
<b>Monclova Twp</b>			
MTF - Monclova Twp Fire	1,291		
EMS - Emergency Medical Services	1,028		
LSO - Lucas County Sheriff	3,650		
<b>Monclova Twp Total:</b>		5,969	1.0159%
<b>Oregon</b>			
ORF - Oregon Fire	3,544		
ORP - Oregon Police	25,482		
EMS - Emergency Medical Services	3,061		
<b>Oregon Total:</b>		32,087	5.4610%
<b>Ottawa Hills</b>			
OHP - Ottawa Hills Police	6,422		
EMS - Emergency Medical Services	235		
TOF - Toledo Fire	289		
<b>Ottawa Hills Total:</b>		6,946	1.1822%
<b>Port Authority</b>			
PAP - Port Authority Police	130		
<b>Port Authority Total:</b>		130	0.0221%
<b>Providence Twp</b>			
PTF - Providence Twp Fire	261		
EMS - Emergency Medical Services	180		
LSO - Lucas County Sheriff	559		
<b>Providence Twp Total:</b>		1,000	0.1702%
<b>Richfield Twp</b>			
RTF -Richfield Twp Fire	237		
EMS - Emergency Medical Services	95		
LSO - Lucas County Sheriff	462		
<b>Richfield Twp Total:</b>		794	0.1351%
<b>Spencer Twp</b>			
SPF - Spencer Fire	182		
EMS - Emergency Medical Services	245		
LSO - Lucas County Sheriff	966		
SFF - Springfield Fire	172		
<b>Spencer Twp Total:</b>		1,565	0.2664%
<b>Springfield Twp</b>			
SFF - Springfield Fire	3,145		
EMS - Emergency Medical Services	2,738		
LSO - Lucas County Sheriff	11,490		

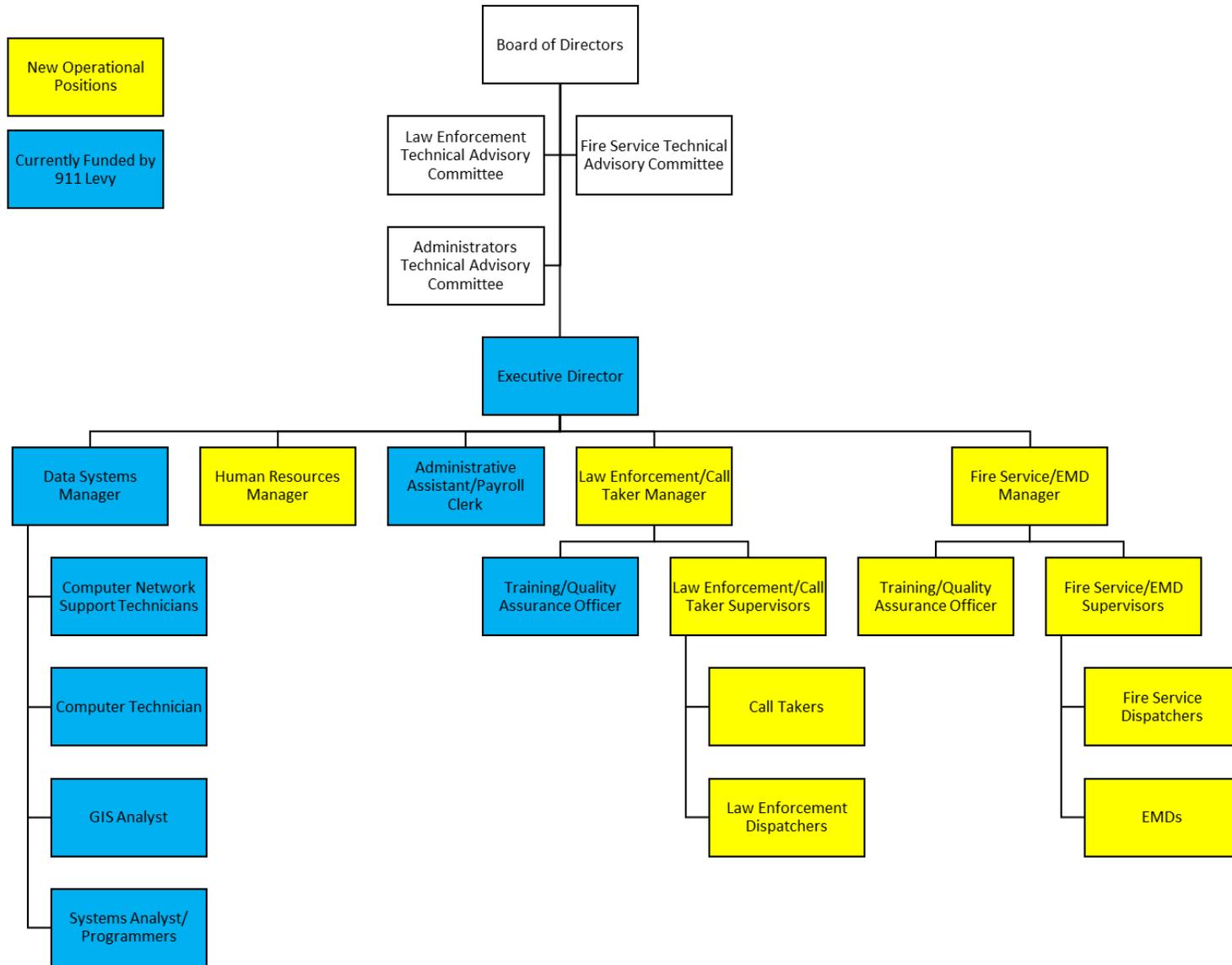
Springfield Twp Total:		17,373	2.9568%
<b>Swanton Twp</b>			
SWF - Swanton Fire	41		
EMS - Emergency Medical Services	294		
LSO - Lucas County Sheriff	1,089		
SFF - Springfield Fire	96		
WHF - Whitehouse Fire	174		
Swanton Twp Total:		1,694	0.2883%
<b>Sylvania City</b>			
SCP - Sylvania City Police	12,612		
EMS - Emergency Medical Services	2,080		
STF - Sylvania Twp Fire	2,190		
Sylvania City Total:		16,882	2.8732%
<b>Sylvania Twp</b>			
STF - Sylvania Twp Fire	3,488		
STP - Sylvania Twp Police	14,155		
EMS - Emergency Medical Services	3,015		
Sylvania Twp Total:		20,658	3.5159%
<b>Toledo</b>			
TOF - Toledo Fire	60,880		
TOF/OOS - Toledo Fire Out of Service	7,028		
TOP - Toledo Police	263,853		
EMS - Emergency Medical Services	55,941		
Toledo Total:		387,702	65.9846%
<b>Washington Twp</b>			
WSF - Washington Twp Fire	460		
WSP - Washington Twp Police	3,202		
EMS - Emergency Medical Services	402		
Washington Twp Total:		4,064	0.6917%
<b>Waterville</b>			
WCF - Waterville City Fire	621		
WCP - Waterville City Police	4,325		
EMS - Emergency Medical Services	508		
Waterville Total:		5,454	0.9282%
<b>Waterville Twp</b>			
WTP - Waterville Twp Police	3,079		
EMS - Emergency Medical Services	120		
WCF - Waterville City Fire	67		
WHF - Whitehouse Fire	90		
Waterville Twp Total:		3,356	0.5712%
<b>Whitehouse</b>			

WHF - Whitehouse Fire	516		
WHP - Whitehouse Police	3,828		
EMS - Emergency Medical Services	422		
Whitehouse Total:		4,766	0.8111%
Totals	587,564	587,564	100.0000%

## EXHIBIT C – COMMUNITY RESOURCES

9-1-1	10-Digit Non-Emergency	3-1-1 (419) 936-2020	2-1-1
<ul style="list-style-type: none"><li>• Immediate Threat to Life or Property</li><li>• Hosted by Consolidated County Emergency Communications</li></ul>	<ul style="list-style-type: none"><li>• Non-emergent situation requiring a law enforcement, fire service or EMS response</li><li>• Hosted by Consolidated County Emergency Communications</li></ul>	<ul style="list-style-type: none"><li>• Public Services<ul style="list-style-type: none"><li>• Utilities</li><li>• Pot holes</li><li>• Downed electrical lines</li><li>• Water main breaks</li></ul></li><li>• Hosted by Engage Toledo</li></ul>	<ul style="list-style-type: none"><li>• Social Services Information and Referral</li><li>• Hosted by United Way</li></ul>

**EXHIBIT D – PRELIMINARY MERGED AND CONSOLIDATED 9-1-1 ORGANIZATIONAL CHART**



**EXHIBIT E – TRANSITION BUDGETS**

Jurisdiction	Current Budget	Proportional Share without Consolidation	2021		2022		2023		2024
			Projected Consolidated Cost Allocation	Stabilized Budget Projection	Projected Consolidated Cost Allocation	Stabilized Budget Projection	Projected Consolidated Cost Allocation	Stabilized Budget Projection	Budget Projection
Air Guard		\$ 1,737.81	\$ 747.09	\$ 747.09	\$ 1,344.35	\$ 1,344.35	\$ 1,212.15	\$ 1,212.15	\$ 1,159.26
Berkey Village		\$ 17,844.96	\$ 7,671.63	\$ -	\$ 13,804.68	\$ 6,902.34	\$ 12,447.11	\$ 9,335.33	\$ 11,904.08
Consolidated Fire Dispatch	\$ 293,000.00		\$ 146,500.00	\$ 146,500.00	\$ -	\$ -	\$ -	\$ -	\$ -
Harbor View		\$ 1,997.18	\$ 858.60	\$ -	\$ 1,545.00	\$ 772.50	\$ 1,393.06	\$ 1,044.80	\$ 1,332.29
Harding Twp		\$ 8,611.23	\$ 3,702.01	\$ -	\$ 6,661.56	\$ 3,330.78	\$ 6,006.45	\$ 4,504.84	\$ 5,744.41
Holland		\$ 115,369.72	\$ 49,597.95	\$ -	\$ 89,248.84	\$ 44,624.42	\$ 80,472.01	\$ 60,354.01	\$ 76,961.28
Jerusalem Twp		\$ 46,868.95	\$ 20,149.17	\$ -	\$ 36,257.34	\$ 18,128.67	\$ 32,691.75	\$ 24,518.82	\$ 31,265.52
Lucas County	\$ 2,576,184.00	\$ 1,162,230.59	\$ 1,787,740.08	\$ 2,383,038.18	\$ 899,089.72	\$ 1,434,693.09	\$ 810,672.26	\$ 1,052,138.04	\$ 775,305.28
Lucas County EMS	\$ 1,310,841.00		\$ 655,420.50	\$ 1,260,311.96	\$ -	\$ 327,230.87	\$ -	\$ -	\$ -
Maumee	\$ 777,060.00		\$ 655,765.73	\$ 655,765.73	\$ 480,876.26	\$ 480,876.26	\$ 433,586.36	\$ 433,586.36	\$ 414,670.41
MetroParks		\$ 24,121.82	\$ 10,370.08	\$ 10,370.08	\$ 18,660.39	\$ 18,660.39	\$ 16,825.31	\$ 16,825.31	\$ 16,091.27
Monclova Twp		\$ 154,820.56	\$ 66,558.04	\$ -	\$ 119,767.60	\$ 59,883.80	\$ 107,989.53	\$ 80,992.15	\$ 103,278.30
Oregon	\$ 1,131,332.10		\$ 923,455.96	\$ 923,455.96	\$ 643,823.60	\$ 643,823.60	\$ 580,509.29	\$ 580,509.29	\$ 555,183.57
Ottawa Hills	\$ 110,000.00		\$ 132,452.20	\$ 110,000.00	\$ 139,371.05	\$ 110,000.00	\$ 125,665.15	\$ 125,665.15	\$ 120,182.79
Port Authority		\$ 3,371.87	\$ 1,449.58	\$ 1,449.58	\$ 2,608.44	\$ 2,608.44	\$ 2,351.92	\$ 2,351.92	\$ 2,249.32
Providence Twp		\$ 25,937.44	\$ 11,150.62	\$ -	\$ 20,064.94	\$ 10,032.47	\$ 18,091.73	\$ 13,568.80	\$ 17,302.45
Richfield Twp		\$ 20,594.32	\$ 8,853.59	\$ -	\$ 15,931.56	\$ 7,965.78	\$ 14,364.83	\$ 10,773.62	\$ 13,738.14
Spencer Twp		\$ 40,592.09	\$ 17,450.72	\$ -	\$ 31,401.62	\$ 15,700.81	\$ 28,313.56	\$ 21,235.17	\$ 27,078.33
Springfield Twp		\$ 450,611.08	\$ 193,719.70	\$ -	\$ 348,588.13	\$ 174,294.07	\$ 314,307.60	\$ 235,730.70	\$ 300,595.39
Swanton Twp		\$ 43,938.02	\$ 18,889.15	\$ -	\$ 33,990.00	\$ 16,995.00	\$ 30,647.39	\$ 22,985.54	\$ 29,310.34
Sylvania City	\$ 592,000.00		\$ 484,244.75	\$ 484,244.75	\$ 338,736.25	\$ 338,736.25	\$ 305,424.56	\$ 305,424.56	\$ 292,099.88
Sylvania Twp	\$ 1,103,349.00		\$ 782,023.99	\$ 782,023.99	\$ 414,501.45	\$ 414,501.45	\$ 373,738.93	\$ 373,738.93	\$ 357,433.92
Toledo	\$ 7,481,356.00		\$ 8,063,795.26	\$ 7,481,356.00	\$ 7,779,215.82	\$ 7,481,356.00	\$ 7,014,199.31	\$ 7,014,199.31	\$ 6,708,192.71
Washington Twp		\$ 105,409.74	\$ 45,316.12	\$ -	\$ 81,543.90	\$ 40,771.95	\$ 73,524.78	\$ 55,143.59	\$ 70,317.14
Waterville		\$ 141,462.78	\$ 60,815.48	\$ -	\$ 109,434.16	\$ 54,717.08	\$ 98,672.29	\$ 74,004.22	\$ 94,367.54
Waterville Twp		\$ 87,046.04	\$ 37,421.48	\$ -	\$ 67,337.93	\$ 33,668.96	\$ 60,715.84	\$ 45,536.88	\$ 58,067.01
Whitehouse		\$ 123,617.82	\$ 53,143.85	\$ -	\$ 95,629.49	\$ 47,814.74	\$ 86,225.18	\$ 64,668.88	\$ 82,463.46
<b>Total</b>	<b>\$ 15,375,122.10</b>	<b>\$ 2,576,184.00</b>	<b>\$ 6,551,702.27</b>	<b>\$ 14,239,263.32</b>	<b>\$ 11,789,434.06</b>	<b>\$ 11,789,434.06</b>	<b>\$ 10,630,048.35</b>	<b>\$ 10,630,048.35</b>	<b>\$ 10,166,294.07</b>
<b>Projected Operations Positions</b>	179	179	171	171	154	154	139	139	133

Transition Budget Assumptions:

- Consolidation occurs July 1, 2021
  - Jurisdictions currently operating Primary PSAPs budget for operation of their PSAPs through June 30, 2021 with operations transferred in accordance with a transition plan
  - Jurisdictions will be invoiced by the new consolidated 911 for the second half of the year
- Consolidated Fire Dispatch operated by Springfield Township Fire Department would cease operations on June 30, 2021
- Lucas County EMS Dispatch would cease operations on June 30, 2021 but would provide funding through December 31, 2022 to stabilize the budget of any jurisdictions currently operating or funding a Primary PSAP in excess of their 2021 PSAP budget
- Lucas County would utilize its savings from the elimination of the Sheriff’s PSAP to stabilize the budget of communities (municipalities and townships) not currently operating or funding a primary PSAP. The County would fund the following percentage of these communities’ costs allocations in associated years:

2021 – 100%                  2022 – 50%                  2023 – 25%                  2024 – 0%

- Transition budgets are based upon the following staffing assumption:
  - There are currently 179 civilian operations positions
  - Peak operational efficiency requires 133 civilian operations positions
  - 8 personnel would remain in their home jurisdiction upon implementation in 2021, (i.e. 2 from each suburban PSAP – Maumee, Oregon, Sylvania, and Sylvania Township), resulting in 171 operations positions in 2021
  - 10% attrition in subsequent years resulting in peak operational efficiency (133) in 2024

Transition Budget Columns Explained:

- Current Budget – budget of each jurisdiction currently operating a PSAP or Dispatch Center
- Proportional Share without Consolidation – the share of the Lucas County Sheriff’s PSAP budget that each jurisdiction not currently contributing to 911 operation would be required to fund if PSAP operations were not consolidated
- Each budget year has a Projected Consolidated Cost Allocation column (1<sup>st</sup>) and Stabilized Budget Projection column (2<sup>nd</sup>)
  - Projected Cost Allocation – budget allocation based on the percentage of total incidents applied to the total cost of operations

Stabilized Budget Projection – budget allocations after costs and credits are applied between jurisdictions based upon assumptions identified above (Highlighted because this is the actual amount jurisdictions would be required to fund)

**EXHIBIT F**

**MEMORANDUM OF UNDERSTANDING  
REGARDING  
THE EMPLOYMENT OF  
PUBLIC SAFETY COMMUNICATIONS PROFESSIONALS  
IN  
LUCAS COUNTY, OHIO**

Lucas County currently operates a countywide 911 system as defined by Section 128 of the Ohio Revised Code and established by the adoption of a final plan (*911 Implementation Plan for Lucas County*) in July 1995. The current system maintains six primary Public Safety Answering Points (PSAPs), one secondary PSAP, one independent dispatch center, and an administrative/technology department supporting the system. Each of these components of the system are currently operated by independent governmental organizations and maintain the following civilian positions:

Primary PSAPs

Lucas County Sheriff's Office	28
City of Toledo	89
Sylvania Township	13
City of Oregon	10
City of Maumee	11
City of Sylvania	6

Secondary PSAPs

Lucas County Emergency Medical Services	16
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Independent Dispatch Center

Consolidated Fire Dispatch (Springfield Township)	6
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Administrative/Technology Department

Lucas County 911 (Board of Lucas County Commissioners)	7
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A review of the system is currently being conducted to determine the feasibility of merging and consolidating the system into a single agency and PSAP to be managed and operated by a newly created council of governments.

It is the will and intent of the chief executive officials of the governmental organizations currently operating the PSAPs, dispatch center, and administrative/technology department the newly created council of governments provide employment to all displaced public safety communications professionals currently serving the countywide 911 system in any of the following positions:

- Operator
- Radio/Telephone Operator
- Fire Communications Specialist
- Police Communications Specialist
- Police Communications Specialist II
- Police Dispatcher
- Telecommunicator
- Chief Telecommunicator
- Emergency Medical Dispatcher
- Dispatcher
- Chief Dispatcher
- Lead Dispatcher
- Supervisor – Communications (Civilian)
- 911 Training Officer
- Computer Network Support Technician
- Computer Technician
- Systems Analyst/Programmer
- Geographic Information Systems Analyst
- Record Clerk

It is the will and intent of the parties to this Memorandum of Understanding that the new merged and consolidated 911 organization enter into a collective bargaining agreement with the workforce, in which wages and conditions of employment, to include seniority, will be negotiated. The parties desire for work experience at a PSAP, dispatch center, or department providing 911 services in Lucas County to be recognized equally regardless of the governmental organization for which such work was performed.

[EXECUTION ON NEXT PAGE]

**EXECUTION**

In witness thereof, the parties of this Memorandum of Understanding have set their signatures:

Board of Lucas County Commissioners

\_\_\_\_\_  
Commissioner Tina Skeldon Wozniak  
President

\_\_\_\_\_  
Commissioner Pete Gerken

\_\_\_\_\_  
Commissioner Gary Byers

\_\_\_\_\_  
Date

Lucas County Sheriff's Office

\_\_\_\_\_  
Sheriff John Tharp

\_\_\_\_\_  
Date

City of Toledo

\_\_\_\_\_  
Mayor Wade Kapszukiewicz

\_\_\_\_\_  
Date

Board of Sylvania Township Trustees

\_\_\_\_\_  
Trustee John Crandall  
President

\_\_\_\_\_  
Trustee Neal Mahoney

\_\_\_\_\_  
Trustee John Jennewine

\_\_\_\_\_  
Date

City of Oregon

---

Mayor Michael Seferian

---

Date

City of Maumee

---

Mayor Richard Carr

---

Date

City of Sylvania

---

Mayor Craig Stough

---

Date

Board of Springfield Township Trustees

---

Trustee Robert Bethel

---

Trustee Andrew Glenn

---

Trustee Tom Anderson, Jr.

---

Date

## EXHIBIT G – IMPLEMENTATION TIMELINE

Action	Months																	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1. Amend Final Plan																		
<i>Draft Amendment</i>																		
<i>Vote on Amended Plan</i>																		
2. Establish COG																		
<i>Draft Bylaws</i>																		
<i>Execute COG</i>																		
3. Establish Organizational Structure of COG																		
<i>Appoint Operating Board</i>																		
<i>Hire Executive Director and HR Manager</i>																		
<i>Hire Administrative Assistant/Payroll Clerk</i>																		
<i>Contract for Services (Legal, Health, Fiscal)</i>																		
<i>Hire Staff</i>																		
<i>Bargaining Unit Certification</i>																		
<i>Negotiate Collective Bargaining Agreement</i>																		
4. Policies and Procedures																		
<i>Draft Operational Policies and Procedures</i>																		
<i>Develop Training</i>																		
<i>Provide Training</i>																		
5. Infrastructure																		
<i>Modify physical infrastructure</i>																		
<i>Update CAD</i>																		