

# Broward County Consolidated Communications Committee

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

March 7, 2012





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

Dear Mayor and Commissioners:

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

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

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

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

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

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

Mayor Michael Ryan  
Co-Chair, BCCCC

Commissioner Lois Wexler  
Co-Chair, BCCCC

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**Benjamin Williams, Sr.**  
Commissioner, Lauderdale Lakes

**Rhonda Calhoun**  
Executive Director

Suite 122 Governmental Center, 115 South Andrews Avenue  
Fort Lauderdale, Florida 33301  
Phone: 954.357.7370 Fax: 954.357.5563  
Email: bloc@bellsouth.net Internet: www.browardleague.org

## **Broward County Consolidation Communications Committee Membership**

Commissioner Lois Wexler, Broward County (Co-Chair)

Mayor Mike Ryan, Sunrise (Co-Chair)

Commissioner George Brummer, Pompano Beach

Chief Mike Burton, Tamarac Fire-Rescue

Mayor Joy Cooper, Hallandale Beach

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

Charlie Dodge, Pembroke Pines City Manager

Chief Dave Donzella, Lighthouse Point Fire-Rescue

Chief Keith Dunn, Miramar Police

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Commissioner Chip LaMarca, Broward County

Sheriff Al Lamberti

Richard Lemack, Davie Town Administrator

Chief Mike Mann, Coconut Creek Police

Chief Paul O'Connell, Wilton Manors Police

Commissioner Tom Powers, Coral Springs

Commissioner Bruce Roberts, Fort Lauderdale

John Stunson, Oakland Park City Manager

Chief Chadwick E. Wagner, Hollywood Police

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## Executive Summary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## Report of the Broward County Consolidated Communications Committee

### PHASE I: Background on Formation of the BCCCC

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

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

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

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

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

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



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

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

The findings of that feasibility study were:

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

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

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

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

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

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

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

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

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

*Single person/department responsible for center performance.*

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

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

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

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

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

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

## **PHASE II: The Broward County Consolidation Communications Committee**

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Governance Sub-Committee**

The Governance Sub-Committee<sup>7</sup> examined 14 different completed consolidated dispatch models from around the United States. This review categorized the examined models by the following characteristics: Jurisdiction, including major city; Population; Service area; Consolidation date; Number of agencies participating; Dispatch Call Volume; Organization type; Oversight Board composition; and Sub-Committee structure.

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

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

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

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

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

#### ***Model #1: Broward County Department of Consolidated Communications***

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

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

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

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

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

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

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

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

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

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



### Operations Sub-Committee

The Operations Sub-committee<sup>9</sup> was given the mission of examining operational elements of a potential consolidation of the various E-911 and dispatching systems. The Sub-committee established a platform of “establishing a single unified operational approach with cross disciplinary leadership and management”. In addition, 34 overarching goals were adopted as a working document. See Appendix C.

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

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

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

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

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

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

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

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

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

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

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

Recommendations from the Operations Sub-Committee were:

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

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

### Funding Sub-Committee

The Funding Sub-Committee<sup>10</sup> developed a survey in an effort to better define the current operational costs of dispatch county-wide for all residents. Capital infrastructure costs are and are assumed to continue to be the obligation of County government. Those capital infrastructure costs were not the subject of Sub-Committee analysis.

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

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

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

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

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

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

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

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

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

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

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

<sup>12</sup> Coconut Creek, Coral Springs, Hollywood, Margate, Pembroke Pines, Plantation, Sunrise.

<sup>13</sup> Miramar.

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

<sup>15</sup> Pompano Beach

<sup>16</sup> Deerfield Beach

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

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

<sup>19</sup> Unreimbursed county dispatch costs are funded through county wide ad valorem.

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

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

### ***MSTU Approach***

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

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

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

### ***Fee for Service Approach***

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

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

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

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

### ***Regional Services Approach***

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

- Advantage: Simplifies the funding process to avoid individual municipalities deciding; stability of funding may be achievable through agreements legal mechanisms;
- Disadvantage: If unable to protect funds from “across-the-board” cuts from County Commission, may lead to less stability; may result in different governance structure

### *County Funding Currently and Recent History*

Until 2009, the County funding for dispatch, including that which was funded through BSO, totaled approximately \$31,700,000.<sup>21</sup>

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

### *Funding For the Proposed Organization*

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

### *Recommendation*

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

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

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

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

### Federation of Public Employees

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

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

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

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

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

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



### Next Generation 9-1-1

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

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

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

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

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

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

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

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

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

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

### ***Misdirected Calls: Resulting Call Transfer Impact on Public Safety***

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

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

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

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

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

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

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

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

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

### *Life Cycle of a E-911 Call*

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

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

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

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

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

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

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

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

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

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

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

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

## BCCCC Points of Consensus

### *Governance*

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

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

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

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

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

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

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

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

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

ILA must provide stability of governance;

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

### *Operations*

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

Will reduce delay in the transfer of emergency calls;

Will result in faster overall emergency response times;

Will enhance interoperability and coordination amongst responding agencies;

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

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

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

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

A single, common CAD is required and recommended;

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

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

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

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

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

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

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

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

ILA must provide stability and transparency of operations;

### **Funding**

Funding must be equitable, stable and predictable;

Funding must take into account this is a regional function;

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

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

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

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



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

1. Sunset the Broward County Consolidation Communications Committee.

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

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

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

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

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

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

The new group, BCCCIB, would be responsible to:

#### Governance

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

Recommend best practices for selection of Governing Board members;

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

Funding

Determine budget impact on municipalities, Broward County and BSO;

Determine tax burden on residents within Broward County;

Determine timeline and required actions for implementation of a MSTU;

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

Operations

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

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

Evaluate and rank proposed E-911 center locations;

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

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

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

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

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

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

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