



City of Gloucester City Council

CITY HALL • GLOUCESTER • MASSACHUSETTS • 01930
Telephone 508-281-9722 Fax 508-281-8472

City Council
And
City Council Standing Committees

**BUDGET AND FINANCE
ORDINANCES AND ADMINISTRATION**

Thursday, February 18, 2010– 6:30 p.m.
Kyrouz Auditorium – 9 Dale Avenue, City Hall

AGENDA

1. 911 Regional Dispatch Center
2. Other Business

COMMITTEES

Councilor Steven Curcuro, Chair
Councilor Paul McGeary, Vice Chair
Councilor Jacqueline Hardy

Councilor Sefatia Theken, Chair
Councilor Ann Mulcahey, Vice Chair
Councilor Bruce Tobey

Committee members – Please bring relevant documentation

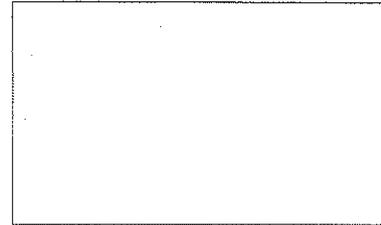
Back-up and Supporting Documentation all on file at the City Clerk's Office, City Hall

CC: Mayor,
Jim Duggan, CAO
Police Chief Michael Lane
Fire Chief Phil Dench
Jeffrey Towne, CFO
Barry Boyce, Acting City Auditor
Jeremiah Nicastro, Pres.-Glou. PD Assoc.

10 FEB 10 AM 11:48
CITY CLERK
GLOUCESTER, MA



GLOUCESTER CITY COUNCIL CALENDER OF BUSINESS
TUESDAY, JULY 28, 2009
7 P.M.
KYROUZ AUDITORIUM, CITY HALL
COUNCIL MEETING #2009-018



FLAG SALUTE & MOMENT OF SILENCE

ORAL COMMUNICATIONS

COUNCILLOR'S REQUESTS TO THE MAYOR

CONFIRMATION OF APPOINTMENTS

1. Capt. Phil Cusumano Waterways Board (TTE 02/14/2012)
2. Barry Gradwohl Conservation Commission (TTE 02/14/2012)

PRESENTATIONS:

Peter Kwass - Mt. Auburn Associates - Harbor Economic Development Plan

OLD BUSINESS:

PH2009-022: Amend GCO sec. 22-298: Handicapped Parking re: 186 Main Street

CONSENT AGENDA

ACTION

• MAYOR'S REPORT

1. Department of Revenue re: Local Option Excises
2. Memo from CAO re: Regional Emergency Dispatch Center
3. Draft Request for Proposal re: Disposition by Sale - Maplewood Avenue School
4. Memo from Fire Chief re: Acceptance of grant fro MEMA
5. Memo from Police Chief re: Establish new special revenue account
6. Memo from Police Chief re: Permission to apply for grant in the amount of \$58,730
7. Memo from Police Chief re: Permission to apply for grant in the amount of \$10,985
8. Memo from Police Chief re: Permission to apply for grant from Executive Office of Public Safety
9. Memo from Police Chief re: Acceptance of grant and establish new special revenue account
10. Memo from Asst. Superintendent re: Permission to pay invoice Triumph Modular
11. Memo from City Engineer re: Special Budgetary Request-Supplemental Appropriation
12. Memo from DPW Director re: Loan Authorization for Wastewater Plan Improvements
13. Memo from Engineering Dept. re: Proposed Street Numbering Plans
14. Memo from Shellfish Dept. re: Amendment to local shellfish management plan for Jones River

(Refer O&A)

(Refer O&A)

(Refer B&F)

(Refer O&A)

• INFORMATION

1. Quarterly Report of the Assessor's Office
2. Memo from City Solicitor re: Firefighters' Litigation

(Info Only)

(Info Only)

• APPROVAL OF MINUTES

1. Special City Council Minutes 06/19/09
2. City Council Minutes 07/14/09
3. Joint City Council and School Committee Meeting Minutes 07/20/09

(Approve/File)

(Approve/File)

(Approve/File)

• COMMUNICATIONS

1. COM2009-025: Request for Magnolia Road Race road closures
2. COM2009-026: Letter from Virginia S. Ellis re: Parking Signs Beach Area
3. COM2009-027: Letter from Sandulli Grace, PC re: Gloucester Superior Offices Assoc.
4. COM2009-028: Memo from City Auditor re: Patrolmens MOU (under separate cover)

(Refer to DPW Director for Response)
(For Council Discussion)

(Refer B&F)

• ORDERS

1. CC2009-032(Devlin) Speed Limit signs and "Slow Children" sign re: Fuller Street
2. CC2009-033(Hardy&Romeo) Create new ordinance re: Prohibiting Soliciting
3. CC2009-034(Hardy) Amend GCO Sec. 22-280 re: Washington & Duly Streets intersection
4. CC2009-035(Hardy) Amend GCO Sec. 22-280 re: Washington and Tucker Streets

(TC, Police Dept & O&A)

(Refer O&A)

(Refer O&A & TC)

(Refer O&A & TC)

EXECUTIVE SESSION

FOR COUNCIL VOTE

Motion to Reconsider (Tobey) re: Amend GCO, Section 19 "Second Hand Goods, Division 1 and 2

ACTION

(FCV)

SCHEDULED PUBLIC HEARINGS

1. PH2009-011: Shifting CSO, waste water debt and water supply debt to FY2010 tax rate

(cont'd to 08/11/09)

COMMITTEE REPORTS

- P&D 07/22/09 (under separate cover)
 B&F 07/23/09 (under separate cover)
 O&A 07/27/09 (under separate cover)

COUNCILLOR'S REQUESTS OTHER THAN TO THE MAYOR

ROLL CALL - Councillor Jason Grow

Joanne M. Senos, Interim City Clerk

NEXT REGULAR CITY COUNCIL MEETING, TUESDAY, AUGUST 11, 2009

CITY COUNCIL
AND
CITY COUNCIL STANDING COMMITTEE
Ordinances & Administration
Monday, August 3, 2009 – 7:00 PM
Council Conference Room, City Hall

1. DOR – Local option excises
2. CAO – Regional Emergency Dispatch Center
3. Shellfish Dept. – Amendment to local shellfish management plan for Jones River
4. Order 09-032 (Devlin) - Speed Limit Signs & Slow Children Sign – Fuller Street
5. Order 09-033 (Hardy & Romeo) – Create New Ordinance re: Prohibiting Soliciting
6. Order 09-034 (Hardy) – Amend GCO Sec. 22-280 re: Washington & Duly Streets intersections
7. Order 09-035 (Hardy) – Amend GCO Sec. 22-280 re: Washington & Tucker Streets

COMMITTEE
Councilor John “Gus” Foote, Chair
Councilor Sefatia A. Romeo, Vice Chair
Councilor Bruce Tobey

C: Mayor
Jim Dugan

River as proposed under the authority of the Code of Ordinances Chapter 20; Section 20-2(d). Memo and recommendation in file.

On Motion of Councilor Romeo, seconded by Councilor Ciolino the Ordinance and Administration Committee recommended to the full City Council that the shellfish management plan for the Jones River (shellfish growing area N9.8) be amended by adding Mondays to the days of the week when shell fishing is allowed. And that the matter be advertised for Public Hearing.

4. Memo from CAO re: Regional Emergency Dispatch Center

Councilor Romeo recommended that since no one is present to represent the Administration tonight on this matter, that it be sent back to the Administration for further information.

Fire Chief Dench believes that there is a presentation to all concerned parties coming up in a week or so related to this matter and perhaps O&A will take it up again after that power point presentation to the unions.

Councilor Foote will continue this matter to a future O&A meeting after the Administration forwards additional information resulting from the presentation.

5. CC2009-033 (Hardy & Romeo) Create new ordinance re: Prohibiting Soliciting

Councilor Hardy stated that she has reached out to the Gloucester Police, Legal Counsel and Gloucester Housing Authority for advice on this matter. The Housing Authority will be placing the matter on their upcoming agenda for discussion. She assured the committee that there is no rush to push this through, that the process will be one that will be time consuming and one that involves much research by the Police and Housing Authority who have agreed to inquire of other Housing Authorities as to how they deal with this matter.

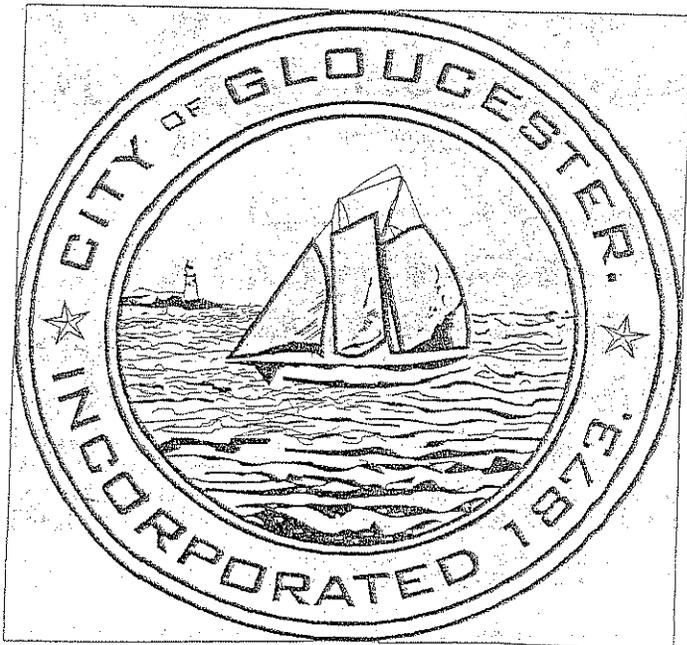
Councilor Romeo suggested that this matter be continued to the 2nd O&A meeting in October for further discussion and review.

Motion passed unanimously to adjourn at 8:00 p.m.

Jackie Hardy
Temporary Recorder

Used 4/15/97

CITY OF GLOUCESTER E911 PROJECT



APRIL 15, 1997

8. Arbitration

Six months from the date that the Enhanced 911 system becomes operational, either party may seek modification or renegotiation of this Agreement by giving written notice to the other party. Failure of the parties to reach agreement shall permit either party to submit any outstanding issues of dispute concerning the implementation and operation of the E-911 system to binding interest arbitration. Such arbitration shall be conducted under the auspices of the Joint Labor Management Committee, which shall be empowered to utilize mediation in an effort to settle the outstanding issues. Failure to reach agreement in mediation shall require all remaining outstanding issues to be submitted to binding interest arbitration. The parameters of such arbitration, including the identity of the arbitrator(s) and the type of arbitration (e.g. "last best offer" or "issue by issue") shall be decided by the Joint Labor Management Committee.

CITY OF GLOUCESTER
By its Mayor,

Bruce H. Tobey

GLOUCESTER POLICE
PATROLMEN'S ASSOCIATION

By Officer: _____

DATE: _____

Approved by Attorney for GPPA

SETTLEMENT AGREEMENT

City of Gloucester
Gloucester Police Patrolmen's Association

E-911 IMPLEMENTATION by Police Officers

The City of Gloucester ("City") and the Gloucester Police Patrolmen's Association ("Association") reach this agreement in order to fully address the implementation of an Enhanced 911 system in the City. The parties have agreed to the following:

1. The following implementation plan has been developed based on the full complement of 53 police patrol officers, however, the parties agree that should the complement drop below 53, the plan shall continue to be implemented.

2. All calls for fire and/or emergency medical services shall be transferred immediately to the Central Fire Station in accordance with the Department's E-911 protocol (to be developed).

3. Job Description for E-911 Operator

Due to the nature and demands of Enhanced 911, the E-911 Operator will perform those police duties which can be performed at the Dispatch Center, while maintaining readiness to receive calls for emergency services. There shall be at least one patrol officer assigned as an E-911 Operator on each shift.

Attached, as Attachment A, is the job description of the position of E-911 Operator within the Gloucester Police Department.

4. There shall be at least one patrol officer assigned on each shift to the present position of House Officers. The Watch Commander shall assign specific duties to this officer, including but not limited to filling in for and assisting E-911 Operator/s, dealing with the public at the front desk and over the phone in non-emergency situations, prisoner checks, transporting prisoners to the hospital, and other duties as reasonably assigned.

5. Selection of E-911 Operators and House Officers

Watch Commanders shall have discretion to assign patrol officers as E-911 Operators and House Officers, as currently exercised. It is understood that this discretion shall be reasonably exercised in order to meet the needs of the Department. Those needs include the necessity of keeping all officers familiar with the use of the E-911 system on which they are to be trained. Officers' assignment preferences and seniority may be given due consideration, although Watch Commanders, as directed by the Police Chief, shall have final authority over assignments. In no

Event shall an officer be punitively assigned to a position for retribution or punishment purposes.

6. Safety Protocol

a. In order to meet the basic needs of community public safety and order, the City commits to provide the following levels of street patrol officers on each shift:

<u>SHIFT</u>	<u>WEEKDAYS/ WEEKNIGHTS</u>	<u>WEEKENDS/ HOLIDAYS¹</u>
DAYS (8 a.m. - 4 p.m.)	3	3
EVENINGS (4 p.m. - midnight)	4	4
MORNINGS (midnight - 8 a.m.)	4	4

b. Included within these standards are:

- (i) Patrol Officers assigned to patrol vehicles.
- (ii) Patrol Officers in uniform, regardless of assignment, who are in proximity to a police motor vehicle and immediately available to respond to calls for service and to back up other officers.

c. The safety protocols in section a, above, are based on three (3) patrol officers being assigned inside the station, with two working as E-911 Operators and/or one as the House Officer. In the event that two patrol officers are assigned inside the station on a particular shift, the number of patrol officers called for in the safety protocol in section a, above, shall increase by one for that particular shift.

d. Injured officers certified as available for light duty may be called in as one of the 3 in-house patrol officers, should an additional patrol officer be required per the safety protocol.

e. The City's compliance with this standard shall be reviewed on a monthly basis retrospectively by a five-member Safety Task Force, which shall include the Chief of Police, three patrol officers selected by the Association, and one member of the Gloucester Police Department Superior Officer's Association. Following each meeting, the Task Force shall indicate its findings and recommendations through a monthly written report to the Mayor.

7. E-911 Training

All patrol officers shall be trained in the use of the E-911 system within a reasonable period of time, taking into consideration the logistical limitations of the Gloucester Police Department.

¹Includes all weekend shifts, beginning at 4 p.m. Friday, until midnight, Sunday. Holidays include shift beginning 4 p.m. day before holiday until shift concluding 8 a.m. day after holiday.

POINTS OF INTEREST

1. THE PLAN (MODEL C) SELECTED BY THE ADMINISTRATION IS THE MOST COST EFFECTIVE.
2. POLICEMEN ON THE STREET WILL RECEIVE CALLS AND INFORMATION FROM QUALIFIED POLICE DISPATCHERS.
3. THE POLICE COMPLEMENT IS NOW 53 OFFICERS.
4. THE ADMINISTRATION HAS NEGOTIATED, PENDING CITY COUNCIL FUNDING, A SAFETY PROTOCOL. THIS AGREEMENT WAS DESIGNED TO PROVIDE A MINIMUM LEVEL OF VEHICLE ASSIGNED STREET OFFICERS AND EMERGENCY DISPATCHERS FOR PUBLIC PROTECTION. THE POLICE CHIEF WILL DETERMINED, WITHIN THE CONFINES OF HIS BUDGET, ALL ADDITIONAL STAFFING NEEDS.
5. THE OVER TIME COMPONENT IS BASED ON THE ACTUAL NEED TO REPLACE STAFFING IN FY 1997, MINUS A 15% REDUCTION FOR UTILIZATION OF THE LIGHT DUTY COVERAGE AGREEMENT.
6. A POLICE DEPARTMENT TASK FORCE HAS BEEN ESTABLISHED TO PROVIDE MONTHLY OPERATIONAL REVIEWS OF E911 AND THE SAFETY PROTOCOL.
7. AN IMPORTANT FEATURE OF THE UNIONS AGREEMENT WITH THE CITY IS THE SIX MONTH ARBITRATION PROVISION. THIS PROVISION MAY BE EXERCISED BY EITHER PARTY.

CONCLUSIONS

THE CHALLENGES CONFRONTING OUR CITY IN INITIATING E911 WERE MANY AND COMPLEX. THE STATE E911 DIVISION WAS CONCERNED WITH OUR ABILITY TO COMMIT TO A COMPLETION DATE. THEY REQUESTED A SCHEDULED COMPLETION IN MID DECEMBER AND AGREED ON MAY 26th THE POLICE CHIEF, FIRE CHIEF AND FACILITY MANAGER WERE REVIEWING EQUIPMENT, TRAINING PROGRAMS, BUILDING RENOVATIONS AND ESTIMATING COSTS TO COMPLETE THE PROJECT. STAFFING AND OPERATIONAL REQUIREMENTS WERE IDENTIFIED IN COMMUNICATIONS WITH THE STATE E911 DIVISION AND OTHER ONLINE POLICE DEPARTMENTS. THE MAYOR'S NEGOTIATING TEAM WORKED TO ESTABLISH AN AGREEMENT WITH THE PATROLMEN'S UNION AND ARE CURRENTLY IN SESSION WITH THE SUPERIOR'S UNION. CAPITAL AND PERSONNEL BUDGETS WERE PREPARED FOR THE REMAINDER OF FY97 AND FY98. MEETINGS WERE CONDUCTED BY THE CITY COUNCIL TO REVIEW AND APPROVE THE FY97 REQUESTS. THE RESULTS OF EVERYONE'S HARD WORK IS AN E911 SYSTEM STAFFED BY PROFESSIONAL POLICE OFFICERS.

THE ADMINISTRATION MAIN REASONS FOR IMPLEMENTING THE POLICE DISPATCH/SAFETY PROTOCOL MODEL WERE:

1. A BELIEF THAT QUALIFIED POLICE DISPATCHER COMMUNICATING EMERGENCY MESSAGES TO POLICE OFFICERS IN THE FIELD, REPRESENTS THE BEST POSSIBLE PROTECTION FOR OUR CITIZENS.
2. TIME CONSTRAINTS AND BUDGETARY CONCERNS MADE THIS SYSTEM, THE MOST DESIRABLE. THE GRANT MONEY AVAILABLE WILL SAVE THE CITY 75% OF THREE NEW PATROLMEN'S SALARY FOR THREE YEARS
3. TO PROVIDE THE MODICUM OF CITIZEN PROTECTION NECESSARY, WE SHOULD NEVER HAVE LESS THAN THREE CRUISERS ON THE DAY SHIFT AND FOUR ON THE OTHER TWO SHIFTS.
4. THE AGREEMENT SIGNED BY THE ADMINISTRATION AND THE PATROLMEN'S UNION ENDEAVORS TO IMPROVE COMMUNICATION AND EFFICIENCY BY INITIATING MONTHLY E911 MEETINGS. THE CHIEF AND REPRESENTATIVES OF THE SUPERIOR AND UNIFORM DIVISION WILL REVIEW RECENT EVENTS AND MAKE RECOMMENDATIONS TO THE MAYOR.
5. IF THE CITY SHOULD DECIDE TO UTILIZE A DIFFERENT E911 STAFFING SYSTEM IN THE FUTURE, THE POLICE DISPATCHER MODEL IS THE EASIER TO TRANSITION.

CONCLUSIONS

WE HAVE CONSULTED WITH AND UTILIZED THE EXPERIENCES OF MANY E911 PROFESSIONALS IN THE DEVELOPMENT OF OUR OWN PROGRAM. WHAT HAVE WE LEARNED IS THAT EACH PROJECT IN EACH COMMUNITY HAS IT'S OWN INDIVIDUAL CHARACTER. WHILE OUR RESEARCH WAS OF GREAT ASSISTANCE, WE FEEL THAT EXPERIENCE WILL HELP US MOLD A SUPERIOR PROGRAM. WORKING WITH OUR POLICE AND UNION LEADERSHIP IN A COHESIVE MANNER, WE CAN TAILOR OUR RESOURCES TO MEET OUR NEEDS. IN THE MONTHS AND YEARS TO COME, OUR COMMUNITY MAY DECIDE TO MAKE PROGRAM OR STAFFING ALTERATIONS. NONE OF OUR INITIAL ACTION WOULD IMPEDE ANY FUTURE DIRECTIONAL CHANGE. OUR SUCCESS WILL COME, BY CONTINUING TO BLEND EXPERIENCE WITH COOPERATION.

E 911 COST ANALYSIS

COMBINED SAVINGS

CATEGORY	ESTIMATE	ACTUAL	SAVINGS	COMMENTS
1 INITIAL ESTIMATE VS. ACTUAL EXPENSE ON EQUIPMENT AND CONSTRUCTION	\$ 300,000	\$ 152,321	\$ 147,679	ONE TIME EXP.
2 PERSONNEL SAVINGS ON MODEL C (POLICE E 911 DISPATCHERS AND THE SAFETY PROTOCOL) VS. MODEL A (ALL CIVILIAN DISPATCHERS)	MODEL A \$ 249,696	MODEL C \$ 78,226	SAVINGS \$ 171,470	COMMENTS FIRST YEAR
	\$ 749,088	\$ 269,382	\$ 479,706	THREE YEAR
3 TOTAL EQUIPMENT AND PERSONNEL SAVINGS			\$ 319,149	FIRST YEAR
			\$ 627,385	THREE YEAR

E 911 COST ANALYSIS

EQUIPMENT AND CONSTRUCTION COSTS

	OPTIONS	COST
1	INITIAL ESTIMATE SUBMITTED BY THE REVIEW COMMITTEE	\$ 300,000
2	ACTUAL COST	\$ 152,321

SAFETY PROTOCOL: (STREET PATROL OFFICERS ONLY)

SHIFT	WEEKDAYS/NIGHTS	WEEKENDS/HOLIDAYS
DAYS (8am-4pm)	3	3
EVENINGS (4pm-12am)	4	4
MORNINGS (12am-8am)	4	4

E 911 DISPATCHERS:

SHIFT	WEEKDAYS/NIGHTS	WEEKENDS/HOLIDAYS
DAYS (8am-4pm)	2	2
EVENINGS (4pm-12am)	2	2
MORNINGS (12am-8am)	2	2

E 911 COST ANALYSIS

MODEL C - POLICE DISPATCHERS

EXPENSE ITEMS - FISCAL 1998		CITY SHARE	GRANT	TOTAL
1	ANNUAL SALARY (LOADED)	\$ 36,591	\$ 75,000	\$ 111,591
2	SAFETY PROTOCOL PREMIUM PAY	\$ 41,650		
3	TOTAL COST FOR NEW OFFICERS AND SAFETY PROTOCOL	\$ 78,241		

EXPENSE ITEMS - FISCAL 1999		CITY SHARE	GRANT	TOTAL
1	ANNUAL SALARY (LOADED)	\$ 48,837	\$ 75,000	\$ 123,837
2	SAFETY PROTOCOL PREMIUM PAY	\$ 41,650		
3	TOTAL COST FOR NEW OFFICERS AND SAFETY PROTOCOL	\$ 90,487		

EXPENSE ITEMS - FISCAL 2000		CITY SHARE	GRANT	TOTAL
1	ANNUAL SALARY (LOADED)	\$ 59,019	\$ 75,000	\$ 134,019
2	SAFETY PROTOCOL PREMIUM PAY	\$ 41,650		
3	TOTAL COST FOR NEW OFFICERS AND SAFETY PROTOCOL	\$ 100,669		

EXPENSE ITEMS - 3 YEARS		CITY SHARE	GRANT	TOTAL
1	ANNUAL SALARY (LOADED)	\$ 144,447	\$ 225,000	\$ 369,447
2	SAFETY PROTOCOL PREMIUM PAY	\$ 124,950		
3	TOTAL COST FOR NEW OFFICERS AND SAFETY PROTOCOL	\$ 269,397		

NOTE 1: THE PREMIUM PAY IS AN ESTIMATE DERIVED BY OVERLAYING THE NEW 911/SAFETY PROTOCOL AND THE ACTUAL STAFFING INFORMATION FOUND IN THE POLICE LOG FOR CALENDAR YEAR 1996. THIS ESTIMATE WAS REDUCED BY 15% DUE TO THE LIGHT DUTY STAFFING AGREEMENT. ESTIMATE 28 PREMIUM PAY HOURS PER WEEK AT AN AVERAGE PATROLMEN'S FULLY LOADED RATE OF \$28.50 OR \$798 WEEKLY AND \$41,650 ANNUALLY.

E 911 COST ANALYSIS

PERSONNEL COSTS

E911
STAFFING
OPTIONS

STAFF
REQUIRED

MODEL
PROGRAM
COST

MODEL A - 2 CIVILIANS	9		CITY SHARE	\$ 249,696	
			3 YR. TOTAL	\$ 749,088	NOTE 1
MODEL B - 1 CIVILIAN 1 POLICE	5.5 0		CITY SHARE	\$ 110,016	
			3 YR. TOTAL	\$ 330,048	NOTE 1
MODEL C - 2 POLICE DISPATCHERS AND SAFETY PROTOCOL	3		CITY SHARE		
			1 ST. YEAR	\$ 78,241	
			2 ND YEAR	\$ 90,487	
			3 RD YEAR	\$ 100,669	
			3 YR. TOTAL	\$ 269,397	NOTE 2

NOTE 1: ASSUMES NO SALARY INCREASES

NOTE 2: ASSUMES NO PREMIUM PAY INCREASES

PROJECT OVERVIEW

PROJECT OBJECTIVE:

TO PROVIDE HIGH CALIBER EMERGENCY 911 SERVICE IN THE MOST COST EFFICIENT MANNER.

PROJECT COMPONENTS:

1. PLANNING
2. EQUIPMENT AND CONSTRUCTION
3. PERSONNEL COSTS AND UNION NEGOTIATIONS

PLANNING:

THE POLICE AND FIRE CHIEF AND THEIR STAFF PROVIDED THE BASE INFORMATION TO INITIATE THE PROJECT. REFINEMENTS WERE COMPLETED BY THE FACILITY MANAGER.

EQUIPMENT AND CONSTRUCTION:

THE EQUIPMENT INFORMATION WAS PROVIDED BY THE POLICE CHIEF. THE CONSTRUCTION CONTRACTS AND IMPLEMENTATION WERE COMPLETED BY THE FACILITY MANAGER.

PERSONNEL COSTS AND UNION NEGOTIATIONS:

THE PERSONNEL ISSUES WERE REVIEWED BY THE MAYOR'S NEGOTIATING TEAM. EXPERTISE IN POLICE AFFAIRS WAS SUPPLIED BY THE POLICE CHIEF AND MEMBERS OF HIS STAFF.

City Hall
Nine Dale Ave
Gloucester, MA 01930



TEL 978-281-9700
FAX 978-281-9738
ckirk@ci.gloucester.ma.us

CITY OF GLOUCESTER
OFFICE OF THE MAYOR

Memorandum

To: Council President Hardy and Members of the Gloucester City Council
From: Jim Duggan, Chief Administrative Officer 
Date: January 27, 2010
Re: **Regional Emergency Communications Center**

Upon the request of the Administration through Chief's Lane and Dench, questions were submitted by police and fire department personnel regarding the Regional Emergency Communications Center (RECC). Answers were supplied by Tom Dubas, Director of the Lackawanna County Department of Emergency Services and Joe McGowan of the Essex County Sheriff's Department, and where applicable the Administration.

1. Has the city had any discussions on the potential to build a new state of the art public safety building? To include fire and police?

The city's Facilities Committee has conducted site visits and easily concluded their findings were supported by the Public Safety Audit completed by Municipal Resources, Inc (MRI). The outstanding issues are location and funding for a new facility. Additionally, the police station shares the building with the district court, which in itself serves as a component of the downtown economy. The city is waiting to hear whether a grant application for the construction of a new fire station is approved.

2. Why is the administration on board with this project?

The Administration is on board with this project because it allows the city to maximize the utilization of our public safety departments, coupled with the continuous advances of technology that trained professional dispatchers can utilize to Gloucester's benefit. The public safety audit completed by MRI pointed out the plethora of concerns surrounding communication, facilities, and technology and system records. MRI recommends the city join the RECC and there would be significant advantages by doing so.

3. Has a letter been filed to participate?

A letter requesting consideration has been submitted to Sheriff Cousins to go on the record that the city is willing to examine the project, but not committed the city to anything.

4. How many initial communities have withdrawn? If so, why?

The Town of Danvers, MA has opted not to participate further in the project for political reasons unknown. Both Chief's fully supported the Town's participation. The Town of Marblehead's Selectmen tabled the warrant article, but has not completely ruled out future participation. Additional communities have asked to back-fill these communities.

5. If overruns in the building phase of the project exceed the original \$6.8 million in grants, who will pay the rest?

The State 911 Department has awarded the project \$6,981,600. The Department and the Executive Office of Public Safety (EOPS) has indicated in the award letter, that "The EOPS and the Department are committed to supporting your efforts to regionalize and enhance public safety, and work with ECSD and DCAM to ensure that the project is adequately funded consistent with the Development Grant guidelines."

6. Will there be a temporary facility prior to the main center being put on line?

See Executive Summary

7. Will there be a fall-over facility should the main center go down? If so, where?

See Executive Summary

8. Is the project still on track to be online by the initial timeline proposed?

Meeting the goals of the timeline is optimistic.

9. Did anyone from Gloucester attend the January 2009 demonstration by CDM/RMS vendors held in Danvers?

No, however representatives of Gloucester did travel to Lackawanna County, Pennsylvania on two separate occasions to tour the facility, ask questions and observe firsthand how the professional dispatchers utilized the state-of-the-art technology. The tour also included a meeting with the police and fire departments administrations of Scranton, PA, to hear from a city with a population of 80,000 how it operates with the regional dispatch.

10. Has a study been conducted on how much hardware/software the city will have to pay to outfit existing public safety buildings with necessary upgrades?

The recently completed audit by MRI clearly outlines a number of inadequacies of the communication capabilities and non-utilization of technology in both the police and fire departments.

11. What is the projected annual budget for the RECC?

See Executive Summary

12. Have annual increase costs been projected for raises, upgrades, personnel and ordinary expenses?

Yes, a thoughtful and conservative approach to all areas of budgetary issues has been taken. Measures have been taken to maximize community representation in the annual budgeting process.

13. **Are minutes of any meetings which have been held available?**

www.ECRECC.com

14. **How many of these meetings have the administration attended?**

The Administration regularly attends the monthly North Shore Coalition meetings hosted by the Metropolitan Area Planning Commission (MAPC), where current and special interest issues are discussed amongst Mayor's and Administrators of north shore communities. The topic was discussed at the September 30, 2008, November 17, 2008, March 11, 2009, and June 24, 2009, meetings.

15. **Has the administration sought out public opinion on whether residents would be receptive to losing their local 911 emergency center?**

There has been ample media coverage regarding the subject. In 2009, there have been articles regarding the RECC in the Gloucester Daily Times on April 13th, May 6th, June 11th, July 6th, July 17th, July 21st, August 11th and September 2nd. A public informational session was held in the Kyrrouz Auditorium on August 12, 2009.

16. **Are there any public meetings scheduled to discuss the topic?**

The subject is going to be vetted through the Ordinance and Administration and Budget and Finance Sub-Committees and a presentation to the full City Council.

17. **Are there going to be any staff reductions as a result of the RECC?**

The Administration will commit that no staff reductions below the existing levels will be as a result of the RECC.

18. **How will the RECC staff handle non-emergency business line calls which currently do not require patrols to be dispatched?**

Not every call may require police response. RECC recognizes this and will handle these calls in a manner consistent with the Chiefs' desire (i.e. referral to "desk officer", phone call etc.) Policies are set up by a board of chiefs, but are also tailored to each individual community.

19. **Will the staff handle reports over the phone? If not, how will the process be handled?**

This question is ambiguous and overly broad and therefore cannot be answered in its current form.

20. **Why replace trained police officers with civilian dispatchers who may not be familiar with the city?**

- Local officers have knowledge of geographical locations.
- Local officers have knowledge of problem areas and who the perpetrators are that hang-out in those areas.

Many believe communities would be better served by having police officers on patrol rather than performing duties which can be handled by civilians. Professional dispatchers, because dispatch is their sole focus, are trained and equipped to handle dispatch duties professionally and with a high level of competence.

21. **If the city is willing to spend at least \$500,000 annually, why not invest in its own new public safety facility?**

Joining the RECC gives the city the opportunity to reap the benefits of state-of-the-art technology for our public safety officials and citizens of Gloucester. Being a partner in the RECC, the city will be in a better position to benefit from public safety grants. The RECC will have a dedicated revenue source for the operations and necessary upgrades through the enactment of Chapter 223.

22. **Officer safety – local police dispatchers know problem areas to include homes, parks and businesses.**
- **What comes with that knowledge is the ability to dispatch proper manpower to protect and facilitate fast resolutions to incidents.**
 - **Civilian dispatchers from other communities will not have the same knowledge.**

Dispatch protocols will be determined by the chiefs. Dispatchers will have the latest in computer aided dispatch (CAD) and training, to enable them to send proper responses for all calls. Nothing will change in police response – a superior officer will still have the ability to change ANY response to any call if he does not agree with the dispatch of the call. As far as knowledge of the community, the CAD information available to dispatchers is compatible to “personal” information an officer may have. In many areas, CAD systems track gun permits issued to an address, dog licenses (so officers know what to expect in a yard), protective orders, special response narratives which indicate violent offenders, parole and probation information, Megan’s Law information etc. The amount of information available to a dispatcher is only limited to the amount of knowledge put into the CAD system. Additionally, dispatchers will be able to track criminal activity over town lines; referring officers from one jurisdiction to another when it appears related crimes are crossing jurisdictional lines.

23. **The GPD will still have plenty of public entering the building for help and advice on a 24/7 basis.**
- **If 2 dispatchers were reassigned, who would help out the house officer with prisoners, routine phone calls, hiring and the public. The house officer workload would increase significantly.**

If the Chief feels that officers need to be temporarily reassigned due to the “significantly increased workload” during peak times, the Chief will have that control.

24. **Is this just the first step in eliminating local police for county assigned patrols?**
- **Reference has been made regarding the availability of sheriff patrols providing mutual aid. This would overshadow the current system, which allows for neighboring communities assisting one another in times of need.**
 - **Neighboring community officers know one another.**

See Executive Summary on why the Sheriff’s Department is the Institutional Platform. The premise of the question has nothing to do with scope of the current project. There is no intent to change the local policing in Essex County.

As far as the relationships built between communities, this will not change – no police function will change, other than dispatch. We anticipate that this regional approach will enhance the relationship you currently enjoy with your partners in neighboring communities.

25. Radio Communications

- **Civilian dispatchers in Middleton will be monitoring and communicating with upwards of three or more agency frequencies. Potentially at the same time. This could become quite confusing with the possibility of radio calls going unanswered.**

Dispatch personnel throughout the country monitor multiple channels on a regular basis. It is called multi-tasking. This is what they are trained for. Dispatchers may be responsible for one or two channels to monitor, but there is always another dispatcher or supervisor assigned to back up the dispatcher on a channel, eliminating the possibility of going unanswered. Additionally, in time crisis, several dispatchers will be able to focus attention on YOUR situation, if it warrants it, doing many tasks at one time by several persons, rather than one or two persons trying to do many tasks at one time. The ability to “ramp up” operations is key to a regional center.

26. What grants will the city be forced to surrender or compete against the RECC, which is obtained yearly through grants? If so, will this eliminate the ability to train officers in various aspects of law enforcement?

The only area of grants to be impacted at this time is those from State 911 for Emergency Dispatch. By not participating the city standing alone with a population of approximately 30,000 would be at a competitive disadvantage competing against the RECC with a substantially larger geographic and demographic base.

27. What newer technologies would be available free of charge through this project?

See Executive Summary (Reverse calling technology, RMS, and Emergency Medical Dispatch).

28. Are there any issues that need to be solved prior to converting existing technologies to newer modern ways?

Part of the bidding process will require successful CAD vendors to be able to convert existing police records to the new system so officers will lose NO information.

29. Please advise where the best source of information would be available regarding the RECC; websites, minutes of meeting (if any) or project managers.

Any officers who would like to do a site visit to a similarly sized regional center are welcome to visit Tom Dubas' center – the Lackawanna County 911 Center in Jessup, PA. It is a 5 hour drive to the westerly end of I-84 in PA. Arrangements can be made so officers can see how that center handles 28 police departments (including the City of Scranton, PA, pop. 80,000 with 150 officers), answering and dispatching police fire and EMS for 40 municipalities. The RECC has a website – www.ECRECC.com

30. The Lakawanna County dispatchers currently add call information to all incident reports to include names of involved parties and times of calls. After the call has cleared, the employee then emails a PDF document to the agency. The officer doing the report then has the responsibility to add all the pertinent information again, duplicating the process. Will the Essex County RECC have funding in place to purchase software and licenses for the City of Gloucester to eliminate this redundant process and allow for the dispatchers data entry to be automatically imported to the departments server?

The initial premise of this question is not accurate. The system in Lackawanna County requires no redundant data input. FOR POLICE the information is placed in the call in CAD and then when the officer does his report it is propagated in his fields already for him to merely fill in his

narrative and any additional information he desires. In Essex these issues are already being addressed. Each department will have the records management to do their reports.

31. Will Gloucester have a dedicated dispatcher?

After call flow and call volume are analyzed, decisions as to who will have dedicated dispatchers will be made. This cannot be done until after the center is up and running. It cannot be determined as of yet.

32. Cities and towns in Lakawanna County must listen to as many as seven other departments on the radio during regular patrol due to the way the radio system is set-up. Will the Essex County RECC radio system be set-up the same way? Who will be responsible for overseeing proper radio protocol procedures for the various participating agencies? What type of policy will be in place to ensure the airwaves are yielded in times of crisis?

Initially, each community will maintain their own frequencies. "Code Red" situations are common in PA and there has NEVER been a case where cooperation is not given. The Chiefs' committee will be responsible for all policy and procedure – including radio protocol.

33. Is Verizon's current infrastructure adequate from Gloucester to Middleton? Would a dedicated fiber line even be an option? If so, who would be responsible for paying for it?

911 contracts with Verizon. Verizon engineers are designing the system needed to make this work. This is not a local or county issue, it is between state 911 and Verizon.

34. The Lakawanna 911 Center appeared understaffed with call takers and dispatchers. Will the Essex County RECC have a minimum protocol for these positions?

Our statistics reveal (which we can do because we have the software to analyze it) that we drop .0001% calls as unanswered. Careful analysis has been done to optimize all staffing numbers. Once statistical information is available in Essex – staffing numbers will be finalized.

35. Why such a dramatic decrease in operational cost between the Executive Summary submitted by Tom Dubas in April of 2009 and the original implementation plan submitted by ATI Telamanagement back in November of 2006?

The ATI costs assumed we had to create a whole administrative function in the RECC. With the Sheriff assuming administrative guidance for the project, we did not need an IT division, human resources etc. This saved a huge amount of monies. Additionally, some of their assumptions were in question as to the number of personnel etc. We are very confident with our cost projections.

36. Will dedicated information technology staff be available for Gloucester?

As it pertains to the RECC, the IT staff will assist with all communities. The Sheriff's IT staff will not, however, replace any IT work done within your community.

37. How is the Essex County RECC going to handle Gloucester's Officer in Charge concerns regarding dispatchers and call takers job performance?

Ongoing quality assurance programs will be in place for all employees to determine strict compliance with policy and procedures. If an issue arises with the performance of a dispatcher, the OIC will be able to bring it to the attention of the QA manager for investigation and

correction, if needed. In most cases, the QA manager will see issues BEFORE the OIC becomes aware of them.

- 38. Where will the building be built? Is there still the plan of having a temporary building and then adding on to an existing building as the permanent placement of the operations?**

Plans call for a facility to be built on the property of the ECCF. The facility will be more permanent than temporary, with room to expand, if needed.

- 39. Why is it that larger communities only have 1 vote? Shouldn't the weight of the vote be predicated upon the amount of the size of the community?**

This issue was decided in the initial planning and design of the RECC by the planning committee. The committee believes this is a settled issue.

ESSEX COUNTY, MA
REGIONAL EMERGENCY COMMUNICATIONS CENTER

EXECUTIVE SUMMARY

**Enhancing Public Safety:
A Collaborative Partnership for Regionalization**

Advancing efficiency, effectiveness and economy by providing better tools, training and technology to current public safety dispatch in Essex County.

Prepared for the Police Chiefs, Fire Chiefs, Municipal Chief Executives and the Sheriff of Essex County by
Thomas K. Dubas and Joseph F. McGowan, Esquire

April 2009

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Historical Perspective

In Essex County, MA, the origin of interest in a Regional Emergency Communications Center (RECC) came from a group of municipal and other government officials in the region. The idea behind the move was that a RECC could service the collective needs in emergency services dispatch. Notwithstanding the high skill and dedication of their respective communications personnel, these officials perceived that there could be significant advantages to cooperating in this crucial area. These efforts began to take shape with the submission of letters of interest by 19 municipalities between January and April, 2006. Discussions and planning go back to 2005.

After that, a feasibility study was undertaken for the implementation of the RECC. Visits to other states to see first-hand the benefits of a regional approach were undertaken and a project manager was hired to provide the necessary expertise and knowledge of establishing a collaborative approach for the RECC. Cooperation with the Massachusetts Executive Office of Police Safety and the State Telecommunications Board to pursue the RECC furthered the cause of the RECC, which is designed to serve the residents of the county.

The concept involves the consolidation of many local Public Safety Answering Points (PSAPs) into one consolidated RECC in Essex County. This effort is partly a response to the overtures of the Commonwealth who see the value in regionalization of these efforts. Currently, each municipality maintains the equipment and staffing for standalone PSAPs in their jurisdictions. There are 247 PSAPs in the Massachusetts. For sake of comparison there are 67 in State Pennsylvania. Lackawanna County, PA has one regional center that provides service for 43 municipalities covering 68 fire departments, 28 police departments and 20 EMS providers. The reasons many small and mid-sized communities are considering this model of dispatch is due to the fact that interested Police and Fire Chiefs recognize that

1. Public Safety Answering Points (PSAPs) must be adequately funded.
 - o The current radio equipment within most of the participating communities is at or past its life expectancy and will need to be replaced by 2012 to be narrow band compliant, a requirement of the FCC.
 - o The idea of a regional operations center will produce significant savings to individual communities and economies of scale.
 - o With the addition of new technologies communities would have state of the art equipment to better serve their residents.
2. PSAP personnel must be appropriately and continuously trained.
3. The current PSAP model in small to mid-size communities can be stretched beyond capacity when a serious event occurs such as the explosion in Danvers, MA in 2006.
 - o The need for a robust operations center with the capacity to coordinate large-scale public safety events or disasters would be fulfilled by a Regional Operations Center. This was evidenced during the November 22, 2006, explosion in Danvers. The communications personnel did an exemplary job however the current infrastructure was overtaxed.

Feasibility Study

On November 23, 2005 the *Scientific Applications International Corporation* (SAIC), 1710 SAIC Drive, McLean, VA 22102 was retained by the Northeast Homeland Security Regional Advisory Council (NERAC) and completed a study for the “need to, prospects of, and methods to create a Public Safety first responder regional dispatching concept for the Northeast Homeland Security Planning Region (NHSPR)”. That study led to a study completed on November 30, 2006 by *ATI Telemanagement*, 10 Annapolis Way, Newbury, MA 01951, commissioned by NERAC entitled “Implementation Plan for Regional Operations Center”. NERAC funded this \$80,000 study. The study indicated that a consolidated center may be more efficient for all PSAPs.

The study recommended consolidation for the following reasons:

1. Potential cost savings
2. Better coordinated delivery system
3. Eliminates the need for 911 transfers
4. A consolidated, fully staffed center offers the capability to handle a higher call volume
5. A consolidated center offers superior coordination in the field

Both comprehensive studies examined the possibility of establishing a RECC in Essex County. The second study (which we will refer to as the ATI study) examined the scenario using 19 communities to establish such a center. The primary reason that the number was reduced from 19 to 13 was commonly a result of apprehension to the potential capital and equipment start-up costs. Since the State 911 creation and award of the competitive RECC Development grant to the Essex County Sheriff’s Department several of these original communities have renewed their quest to join the RECC. In fact in April 2009 the City of Gloucester and the City of Amesbury sent letters requesting consideration to participate in the RECC. A back-fill list is being compiled in the event that one of the original communities opts not to join. The population figures used is similar to the current make-up of communities (over 200,000 populations). It offered specific suggestions and the 163 page study concluded the project was, in fact, feasible and offered several suggestions as to implementation.

This particular study was used as the framework by our project manager and committee of municipal officials and members of the Essex County Sheriff’s Office to sculpt the current concept which you have before you in the grant application. There have been some significant changes made to the original concept – not in terms of scope- but in terms of effecting strategies which will bring this center on line in a more expeditious manner.

Demographics

Essex County is comprised of 34 cities and towns. These communities range from large urban cities with populations in excess of 70,000 to small towns with populations of as little as 3,300. The estimated population in 2004 was 738,984. This was an increase of 2.15% from the 2000 census (95% urban, 5% rural). Essex County has a total area of 829 square miles (2,146 km²), of which, 501 square miles (1,297 km²) is land and 328 square miles (849 km²) of it (39.57%) is water. The County has several interstate highways traversing its borders. In addition many communities have waterfronts to the Atlantic Ocean, rivers, ponds and or lakes. Currently most communities operate stand-alone Public Safety Answering Points (PSAPs), some separating police and fire dispatch functions into two sites. Statewide there are 247 PSAPs. Each community has their own radio system; although there is a countywide regional operability system, it is not designed for day-to-day use. At the heart of PSAP readiness is having a well-trained team and having upgraded equipment to keep pace with advances in wireless and next generation (NG) technology, including VOIP.

The demographics of the communities which expressed interest in the RECC comprise a population base of over 200,000 and have a total of 12 PSAPs. Each community has a police department and fire department. With the exception of Hamilton and Wenham, sharing of radio frequencies does not occur in the member communities.

The idea of a regional operations center will produce significant savings to individual communities and economies of scale. With the addition of new technologies communities would have state of the art equipment to better serve their residents. In times where state and municipal budgets are facing critical financial difficulties, this funding will allow for the responsible investment in our public safety infrastructure.

The population statistics that will be utilized for calculations of the per capita assessments to each member communities will be based on the most recent federal census bureau report. This measuring tool of population was chosen based on the fact that the Massachusetts Department of Revenue Division of Local Services uses this tool to establish population. We are working closely with the Division of Local Services to establish the cherry sheet assessment for each member community.

Legislative Information on Funding Source of Grant (Dedicated Revenue Source)

The new State 911 Department was created on July 31, 2008, by the enactment of Chapter 223 of the Acts of 2008. The purpose of this new law is to further protect the public's safety by improving the Commonwealth's ability to coordinate and administer the Enhanced 9-1-1 system and ensure the most efficient and consistent approach for Enhanced 9-1-1 service to all 351 cities and towns.

Key features of the new law:

- Sets the single enhanced 911 surcharge at \$0.75 per month. The previous law charged land lines \$0.75 per month and wireless \$0.35 per month. The new law now charges a standard \$0.75 charge per month on each subscriber or end user whose communication services are capable of accessing and utilizing an enhanced 911 system. The Act requires that "The surcharge shall be collected by the communication service provider..." and "each communication service provider shall remit the surcharge revenues collected...for deposit in the enhanced 911 fund."
- The Commonwealth's State 911 Department will generate an additional \$28 million of revenue per year.
- The Commonwealth's State 911 Department have established new grants in addition to the training grant to be made available directly to local cities and towns to cover select personnel and equipment costs.
- The State 911 Department allocated a total of \$7.5 million for the FY2009 Regional and Regional Secondary Public Safety Answering Point and Regional Emergency Communication Center Development Grant

The following guidelines were developed for the State 911 Department's Regional and Regional Secondary Public Safety Answering Point and Regional Emergency Communication Center Development Grant and are applicable for fiscal year 2009 funding period to begin on or about January 1, 2009 and run through June 30, 2010. The FY2009 award period for the Regional and Regional Secondary Public Safety Answering Point and Regional Emergency Communication Center Development Grant is eighteen 18 months.

It is the intent of the State 911 Department to fund the Regional and Regional Secondary Public Safety Answering Point and Regional Emergency Communication Center Development Grant on an annual basis running on the state fiscal year (July – June). The guidelines and funding levels will be reviewed annually by the State 911 Department and are subject to change with each funding cycle.

It is anticipated that the FY2010 Regional and Regional Secondary Public Safety Answering Point and Regional Emergency Communication Center Development Grant will be released in the spring of 2009 with a funding cycle of July 1, 2009 through June 30, 2010.

Eligible applicants are advised that the State 911 Department has established as its priorities:

1. Development/expansion of regional emergency communication centers;

2. Development/expansion of regional PSAPs; and
3. Development/expansion of regional secondary PSAPs.

The Essex County Sheriff's Department applied for a Regional Emergency Communication Center grant by the December 15, 2008 deadline. The application included letters from 13 communities in Essex County.

The Secretary of Public Safety Kevin Burke who oversees the State 911 Department formally announced the award of a grant to the Essex County project on March 11, 2009. The amount of the award was \$4,943,000. The Secretary has committed to completing the establishment of the center. The Secretary and the State 911 Department recognized and acknowledged the Essex approach of applying for all of the capital and equipment start-up costs and made a commitment to fund additional monies consistent within the development grant guidelines.

Why utilize the Sheriff's Department?

The ATI Study identified the necessity of an "Institutional Platform" under which the RECC could operate. The report identified two viable options: (1) Utilizing the state governmental organization of the Essex County Sheriff's Department; or (2) Legislatively creating a new special governmental entity similar to a regional refuse disposal district.

By using the Sheriff's Department as the parent organization the member communities will benefit from the existing functional structure and not have to create duplicative positions that would be required by creating a new entity. The Commonwealth operates the HRCMS program which is a robust payroll system and accounting system. For example, the Sheriff's Department already employs individuals in payroll, IT, purchasing, human resources, internal affairs, maintenance and custodial positions that would otherwise have to be created under another model. None of the cost of these positions and or services are proposed to be passed back to member communities.

In The Pioneer Institute's White Paper entitled, *Regionalization: Case Studies of Success and Failure in Massachusetts* two approaches to regional dispatch were featured. The first entitled, *Metrowest Emergency 911 Dispatch: Cost Savings Stopped by Bureaucratic Obstacles* chronicled a 1993 attempt by a coalition of 13 communities that attempted to establish a regional communications operation. The case study identified many of the issues that resulted in the failure of the initiative. Cited as critical obstacles in the article was: (1) the fact that county government was abolished and it was unclear who would be responsible for the consolidated operation. (2) Relinquishing local control proved to be a problem. Many Selectmen, police and fire chiefs were reluctant to hand over operation of a system that was controlled by local government. (3) Issues of protocols and technology also proved to be obstacles.

The second featured case study entitled, *Berkshire County 911 Dispatch: Providing Smaller Communities With Better Service at Lower Cost* highlights a success utilizing the Berkshire County Sheriff's Department as the institutional platform for the operation. The article reports that the regional system generates substantial savings. "The towns share just one set of personnel and operating costs and they benefit from shared capital costs as opposed to having to acquire and continuously upgrade multiple sets of expensive technology."

In considering the two outcomes cited above, a lot can be learned and taken from the success and failure of those who have gone before the Essex project. Some common issues have arisen in the Essex project. However, a combination of the forward thinking, courage and cooperation of chiefs, local officials, state officials and a willingness of the Sheriff to support local communities in enhancing public safety have overcome particular issues outlined in the Metrowest experience. The commitment by Secretary of Public Safety Burke and the State 911 Department to fund the capital and equipment costs of the set-up addresses the issue of technology that derailed the Metrowest effort. The issue relative to protocols is addressed by the establishment of governing boards comprised of police and fire chiefs that will set policy for the RECC.

Accountability

In addition to the checks and balances built into the Governing Document, as a state agency the Sheriff's Department has multiple layers of oversight. The oversight includes but is not limited to Executive Office of Administration and Finance, State Auditor, Comptroller, Ethics Commission, State 911 Department, Legislative Committees, and ultimately as an elected official the Sheriff is accountable to the citizens of Essex County.

The Governing structure is designed to provide municipalities with the maximum input into setting policy and budgeting for the Regional Emergency Communications Center. By requiring the Fire Chiefs, Police Chiefs and Chief Executive Officers or Chief Financial Officers to function in the distinct Governing Boards.

Governing Structure and Member Community Participation

The Governing structure is designed to provide maximum discretion into setting policy and budgeting for the RECC. The Fire Advisory Board will promulgate and approve fire operating policies and procedures for the RECC to be carried out by the Executive Director. The Police Advisory Board will promulgate and approve police operating policies and procedures for the RECC to be carried out by the Executive Director. The Financial Advisory Board will participate in fiscal matters. The Financial Advisory Board shall have the authority to: (a) Approve annual and supplement budgets of the RECC, (b) Apportion costs to the Parties as prescribed herein, (c) Approve the annual operating and staffing plans of the RECC and changes thereto, (d) The Finance Advisory Board shall form a sub-committee of three representatives to participate in the collective bargaining activities for RECC units at the agency level. The Sheriff as appointing authority and employer of record would then have the sole duty, obligation and authority to complete the collective bargaining process with the State Office of Employee Relations and the Executive Office of Administration and Finance.

The Sheriff Department will house the RECC, its equipment, furnishings and staff at a secure location suitable to the work of the RECC and under the control of the Sheriff.

The Sheriff will oversee and direct the creation of the RECC as an operational entity, including all matters pertaining to its facilities, furnishings, equipment and operational policies and procedures. The Sheriff will work with the Boards to as set forth in the Governance Document.

All RECC staff shall be state employees of the Sheriff. The Sheriff shall have sole responsibility and authority to oversee, direct, manage and supervise the operations of the RECC, and to hire, set the compensation for, supervise, discipline and terminate all RECC staff.

The Sheriff shall have a duty to the Parties to preserve and protect the functioning of the RECC at the level of the annual operational plan and budget under all conditions and at all times; provided, however, that the Finance Advisory Board may by vote, or by prior delegation of authority to the Chair, authorize temporary emergency deviations from the plan as warranted.

The Sheriff and the respective Advisory Boards shall ensure the creation and maintenance of complete records of all meetings, decisions, directives, policies, procedures, operations, financial transactions, and all other records and reports pertinent to the business of the RECC.

There shall be an annual report published annually during the first fiscal quarter that comprises all of the three advisory boards' work. The report shall describe the operations and finances of the RECC during the prior fiscal year. It shall also include explanations of any changes in the operational plan and operating budget of the prior year, a description of both plans for the current fiscal year accompanied by a three (3) year projection of changes to both, and a five (5) year projection of capital costs.

Annual audits and reports to all parties are required, as well as management audits at 5 year intervals. Annual report content must address plan, actual and projected costs and operations.

The term of the Governing Agreement shall continue in effect for not longer than of ten (10) years or the number of Parties hereto becomes fewer than five (5).

Working with Town Counsels and City Solicitors drafts have been refined over time. For example, the provisions for a financial penalty in section 24 of the Governance Document have been removed. The logic of the original language in past drafts was designed to address any outstanding debt service for the initial construction and equipment. Since the Development grant has been awarded from the Commonwealth the provision is no longer necessary.

Intermediate Plan

The intermediate plan would consolidate more than twelve police and fire dispatch centers (PSAPs) under one roof at the Middleton site of the Essex County Sheriff's Department within the time-frame outlined in the grant. The Intermediate Plan would utilize approximately 8,000 sq. ft. of space, secure and redundant, to house the new RECC. This would include 14 PSAP call taker and dispatch positions to serve an estimated a population of 200,000. All of the equipment such as the CAD, radio consoles, console furniture, and radio systems that will be purchased for the intermediate center would be utilized when the permanent RECC is constructed. The benefits of establishing an intermediate and a long-term plan are many.

1. Intermediate location allows for the timely consolidation of PSAPS within Essex County;
2. Allows for the preparation, engineering and construction of communication infra-structure such as a tower(s) at the Middleton site – later to be utilized at the permanent location on the Middleton site.
3. The intermediate approach would allow for growth, as we believe additional communities will be interested in the concept, before the construction of the permanent site.
4. Allows for the creation of a training program that would elevate the certification of dispatchers, beyond minimum state standards.
5. Intermediate plan has financial advantages to both municipalities and the Commonwealth. The consolidation of resources and staff allow for greater efficiencies and an opportunity to raise the level of training and proficiency of public safety dispatch.

The Intermediate Center is a stand-alone public safety dispatch center. Access will be restricted to authorized dispatch personnel only.

Long Term Plan

The long-term goal would be to create a permanent home for the RECC by adding a third floor to the proposed Intake/Support Services building at the Middleton House of Correction. The Intake/Support Services building is designed and ready for bid. The proposed plan would be to amend the architectural drawings to add a third floor to house the RECC. We would be looking to apply for grant funding in future years for the design and construction of the third floor concept.

Comparative Analysis of ATI (2006) Implementation Study and Current Plans

In spring, 2007 Thomas K. Dubas was hired by the Essex County Sheriff's Office as Project Manager for the regional dispatch center. He, along with Joseph McGowan, Esq., of the sheriff's office were charged with bringing together the several concepts which existed and plan for and apply for funding for the center.

One of the documents which existed was an implementation document prepared by ATI Telemanagement of Newbury, MA. It was an extensive study which was commissioned by member communities of Essex County to develop a program document for the RECC (formerly named the Regional Operations Center (ROC)). Because this document was prepared based on several variables, it was not as specific as needed. However, because of the quality of the report, it formed a good basis for future planning of the process.

The purpose of this report is to highlight the issues in the ATI report and explain how conclusions of that report formed the basis for final details presented to the member communities and the Commonwealth in application for the RECC. Issues include:

Population Estimates –

When the ATI report was completed it was not known how many communities would be actively involved in the project. As a result, two population scenarios were presented. Because of community commitment, we were able to determine that a base of 13 communities, with a population of approximately 220,000 would be involved in the RECC in its initial stages. These figures are the ones which we are using to determine size for the intermediate facility to be constructed. It should be noted that additional communities are already interested in the concept in Essex County and we see growth as inevitable, however, for the purpose of this phase of construction, we are using the 220,000 figure as our base number.

Site Selection –

When the ATI study was completed, the site of the facility was not chosen. Because of our "intermediate /permanent construction plan", we have decided on the Manning Ave. site in Middleton – site of the Essex County Correctional Facility. This site presents the best opportunity to build a site which is easily shifted to the permanent site once funding is obtained. There is no alternative site which is capable of allowing for this two-step plan.

Governance –

Issues regarding governance have been addressed and rectified in the governing document which is being circulated thorough the member communities. As far as construction is concerned, the main issue is that the RECC will be constructed on land of the Commonwealth and under the control of the Sheriff's Office of Essex County with local advisory boards to assist in the policy and procedural aspects of running of the RECC.

Number of Employees -

In the ATI study, specific square foot sizes of the facility were prepared for procurement or construction based on the number of employees proposed in the study. We have refined those figures in several areas. Since the facility will be under the administrative guidance of the Sheriff's Department, several positions proposed in the ATI study are not necessary (reference P. 43, Table XII). For example, HR, Financial, IT, Telecom staffs are all already in place to support the RECC. There will be no chargeback to the member communities for the services of the Sheriff's Department. Additionally, using industry models, refinement of the number of supervisors, dispatchers and administrative staff have occurred. Each of these changes effect the square foot footprint of the facility.

Size of the Facility –

Because of the differences in staffing achieved through various means and by refining the size based on existing centers, we have determined that the “exact” figures of the ATI study are being replaced with “pre-engineered” figures of 7,500 to 8,000 sq. ft. The purpose of this flexibility is to allow for industry design professionals to tailor the facility to the exact needs of the member communities. Additionally, the approach of the design of this facility is to allow for “flex” both in the inside configuration of the building (changing configurations to expand internally) and in the possibility of right-sizing the facility if the need occurs for growth prior to permanent construction (adding square footage to the outside of the building to grow in the intermediate site). We have determined that the following are industry standards for specific issues in the center:

- Modern dispatch centers utilize an average of 190 sq. ft. per dispatch/call taker position. As we have determined that the center needs 12 -14 total positions, this means we need at least 2,500 sq. ft. in the dispatch room.
- Mechanical/radio/telephony and CAD equipment rooms need sufficient space for equipment and for staging of said equipment. Industry standards suggest 3,000 sq. ft. total for these functions.
- A meeting/training room is needed for this facility of about 1,000 sq. ft.
- Offices, lunch room, restrooms, lobby, hallways etc. take up the remaining space in the facility.
- This will be a secure site that will have restricted access to only public safety dispatch personnel.

We have taken the liberty of including some preliminary design work used for the construction of the Lackawanna County (PA) Center for Public Safety. This facility serves a population of 215,000 in Northeast PA and is being used as a “size model” for the RECC. This was necessitated by the fact that there is no “call counting software” in place in Essex County’s current PSAP’s.

Radio Communications -

While no definitive action has been taken in engineering a radio system for member communities, two actions are in progress. We have secured a US Dept of Justice COPS grant for a radio propagation study for tying together the center into existing radio networks. The Division of Capital Asset Management (DCAM) will be the agency that is overseeing the construction and engineering. DCAM has vast experience in building public safety buildings , emergency management facilities and projects for the Massachusetts National Guard. A radio engineering firm will be hired through the public bidding process to conduct this study. Additionally, through the use of the planned site, one radio tower MAY have to be erected. This tower will serve the intermediate and permanent sites through proper placement.

Redundancy –

When engineering of the intermediate center begins, all systems should be designed to have total redundancy. Electrical, phone, HVAC, CAD, security and all other systems must be designed to have a backup to their operations. This is an integral engineering issue which must be addressed from the beginning.

Mandatory Backup

Massachusetts law requires that a similar sized facility be available as a back-up facility for any PSAP operations in the Commonwealth. Secretary Burke and the State 911 Department are committed to assisting the Essex project to establish the necessary backup. The appropriate size of the backup facility will be determined on the service population of the communities that commit to join the project. Several timely issues are occurring concurrent to the planning for this center. They include:

- The possibility that a similarly sized center will be constructed in nearby counties in the very near future. While this seems unlikely, any center built would face the same situation as we face currently and a cooperative venture would benefit all involved.
- A virtual backup, made up of a few larger single entity centers “meshed” to provide the coverage needed for this requirement. Basically this would mean that a series of centers would be utilized to cover portions of the service area of this RECC.
- The Governance Team will work to choose the necessary mutual aid agreements with suitably-sized operations to provide service as a back-up for the legal requirements. We will have suitable backup that does not require the construction of another backup site.

All of these proposals merit consideration and can be further investigated. As there are several issues on the table, all of which will work, the Commonwealth has agreed to assist us in choosing the most appropriate choice for this legal requirement when the time for such a choice arrives.

Staffing Proposals

Positions

While the ATI study was very thorough and comprehensive, there was critical information which was unavailable to ATI personnel in preparation of the study. Because of the lack of thorough call counting and the differences in what each community deemed as emergency versus non-emergency 10 digit phone calls, accurate staffing issues were difficult to address. ATI chose an approach whereby they sought to develop a formula based on the time it takes to complete a call and dispatch it out. Unfortunately, lacking the appropriate statistical information, this was difficult, at best.

When the project manager was hired, he was not able to gather any better statistical information. It was not that the member communities were withholding information; it was that in practicality, the information did not exist. The project manager, because of his position in a PSAP serving an almost identical population, was able to use his current PSAP as a model for the proposed RECC, was able to extrapolate staffing figures and make "better" estimates of staffing needs.

Based on the fact that the Sheriff Office was the "parent" organization for the RECC, several positions proposed by the ATI study were eliminated as they already exist in the Sheriff's organization and there was no need to duplicate them in the staffing organization. This arrangement provides a substantial savings in the overall budget process of the RECC.

These projections are subject to change based on increasing community populations which is anticipated. Were this to occur, the number of call taker / dispatcher would be increased. There appears to be no need to increase supervisory or administrative staff. It should be noted that the projections which appear in the ATI study seemed high and the project manager sees proportional growth in the numbers of staff far less than the numbers listed in the ATI study. Also of note is that when and if growth were to occur, accurate call counting software will be in place to allow for true statistical formulas to be used to project the correct numbers of dispatch staff.

Also of note is the fact that the intermediate facility will be designed to accommodate growth similar to the staff growth. The Commonwealth has committed to financial support for any such growth issues.

Based on the proposals in the ATI study and refining them based on the use of existing regional centers, we are proposing the following staffing levels for the RECC, based on a projected population of 219,000. It is suggested that all positions (except perhaps director) be filled by personnel who have background in dispatch. This allows for administrative staff to perform emergency duties in the center in time of crisis. It also provides critical frames of reference for administrative personnel to have in dealing with all dispatch issues.

The 40-45 employees will be full-time state employees of the Essex County Sheriff's Department.

Call taker / dispatcher – We are projecting the need for (35) persons for this position in the new center. This is based on current call volumes and staffing for a center of similar size. All persons will be trained as call taker, fire dispatch and police dispatch. All personnel will be required to maintain all certifications for APCO or similar organization.

Supervisor – We are projecting the need for (5) supervisors to guarantee the presence of at least one supervisor on each shift every day of the week. As with dispatch personnel, all supervisors must maintain all certifications of APCO or similar organization

- (1) *Administrative Assistant* – this person would handle the day to day clerical issues which arise within the center and administer all scheduling and grant preparation for the center.
- (1) *Quality Assurance Manager* – This person will be responsible for all quality assurance issues, monthly evaluations and issues related to recordings within the center. This person will be the person who testifies in court to recordings and prepares recordings for public safety agencies.
- (1) *Training Manager* – This person is responsible for all recruit and in-service training. He directs recruitment and selection processes.
- (1) *Deputy Director* – This person will be responsible for the day to day operations of the 911 center acting as the operations manager and second in command of the operation.
- (1) *Director* – This person is responsible for all operations of the center, meeting with advisory committees and developing policies and procedures, applying for grants and is the public face of the RECC.

Employment Opportunities

The 40-45 employees will be state employees of the Essex County Sheriff's Department. The Regional Emergency Dispatch personnel will operate as a distinct division of the Sheriff's Department. The budget and accounts will be separate and distinct from the rest of the Sheriff's Department accounts.

As is the case in any change which affects the employment status of anyone, questions arise from the employees. The first and most serious is the status of current employees. The RECC Committee and the Sheriff have sought from the beginning to ease the fears of current employees that their positions are safe. The vast wealth of knowledge from these staffers cannot be overlooked or wasted. It is the stated intent of the RECC to employ staff who currently work in the many centers which will become part of this new center. Their knowledge of operations within their areas, their geographic knowledge and their dispatch experience cannot, and should not, be discounted.

Additionally, the Sheriff has openly stated that he will obviously recognize any bargaining unit which these employees agree upon, allowing for the collective bargaining rights of these employees. Every effort will be made to recognize the experience and current salaries of these employees within the bounds of Commonwealth labor law.

Training & Accreditation

The intent of training is to bring all personnel up to Association of Public Communications Officials (APCO) (or equivalent) certification prior to beginning operation of the RECC. These include (but are not limited to) APCO Telecommunicator, APCO Fire Dispatch, APCO Police Dispatch, APCO Emergency Medical Dispatch, first aid, CPR/AED and APCO Supervisor (where appropriate), along with any state mandated certifications.

In the organization stage, all policies and procedures will be created with an eye toward compliance with Commission of Accreditation for Law Enforcement Association (CALEA) standards. This will allow the RECC to apply for CALEA accreditation within a short period of time after it is on line. Receiving this recognition will allow for a reduction in insurance rates and will lessen the opportunity for frivolous law suits to be filed against the center. This recognition will also increase dramatically the stature the center will have among its peers nationwide.

Additional Services – Value Added

Public Safety Emergency Resident Notification Systems

Some of the communities currently utilize emergency resident notification technology for emergency purposes and resident notification. For example Ipswich, Danvers, Hamilton, Wenham currently operate and pay within their municipal budgets for Emergency Resident Notification System services. Many of the interested communities do not now have the technology because of the cost constraints of maintaining such a system. This service is one of the proposed public safety enhancements which will be offered to all communities.

Records Management System (RMS)

As is common fact, crime is becoming increasingly mobile. Criminals do not limit their territory to one municipality. The transience of all crime necessitates that police maintain communication at all levels. Having the availability on a unified records management system for all departments to utilize would improve the flow of information and allow for quicker and more efficient mechanism for dissemination of case reports etc. While each department would set the parameters for the sharing of information, having one RMS would allow for quick flow of such information to other departments.

Basing the RMS on CAD will allow for a sharing of common name files (master name index) so that divergent departments will know instantly if a suspect has been the subject of any action from another member agency in the county, without having to contact that agency directly. Once a level of interest is raised, one department can contact another to release detailed information. This level of “one format reports” utilized in an RMS is highly touted in other areas of the nation as conducive to both information sharing and prosecutorial assistance in court.

The Records Management Software is critical to developing a comprehensive regional approach.

We are aggressively working with Congressman Tierney and Congresswoman Tsongas in pursuing a COPS Technology Grant to build upon one current program funded through a COPS grant to enhance interoperability between several police departments within Essex County, MA. The concept started with the consolidation of many local Public Safety Answering Points (PSAPs) into one consolidated Regional Operations Center in Essex County. This project, with the assistance of both state and federal funding is well on its way to fruition. The COPS project proposed herein is to further the interoperability between these departments by installing a police records management system (RMS) built on the computer aided dispatch (CAD) which is part of the PSAP project.

Emergency Medical Dispatch

Few of the existing member community PSAPs currently offer Emergency Medical Dispatch services. Much of the reason is that staffing does not allow for the full implementation of Emergency Medical Dispatch. As a Regional Emergency Communications Center all staff will be trained to provide Emergency Medical Dispatch. The combination of a consolidated dispatch center and the implantation of a call taker/ dispatch model will allow communities that currently do not have the capacity to provide Emergency Medical Dispatch to their residents will realize this service as added value of the project.

Budget Information

Capital and Equipment (Competitive Grant Award)

The competitive development grant from the State 911 Department was awarded to the Essex County Sheriff's Department as the parent organization of the RECC. The Sheriff's Department is the agency that has entered into an Interdepartmental Service Agreement (ISA) with the State 911 Department.

The Regional Emergency Communication Center Development Grant received will support the development and startup of the regional emergency communication center, including the expansion or upgrade of existing regional and regional secondary public safety answering points, to maximize effective emergency 911 and dispatch services as well as regional interoperability through disbursement of funds according to guidelines established by the State 911 Department with Commission approval.

The amount of the award was \$4,943,000. The Secretary and the State 911 Department recognized and acknowledged the Essex approach of applying for all of the capital and equipment start-up costs and made a commitment to fund additional monies consistent within the development grant guidelines. A complete copy of the grant application and spending plan has been distributed.

Operational Budget (Support and Incentive Grants)

Budget methodologies have been outlined for Mayor's and Town Managers from each community. In order for a fair and comprehensive analysis to be undertaken each member community is required to identify costs throughout municipal budgets that reflect the cost centers outlined to the municipal officials.

Community	Population ¹	Rate per capita	RECC Assessment	Total Current Cost of Service
				Local analysis required
Beverly	39,567	\$16.26	\$643,359	
Danvers	25,891	\$16.26	\$420,988	
Essex	3,301	\$16.26	\$ 53,674	
Hamilton	8,261	\$16.26	\$134,324	
Ipswich	13,140	\$16.26	\$213,656	

Manchester	5,252	\$16.26	\$ 85,398	
Marblehead	20,222	\$16.26	\$328,809	
Methuen	43,948	\$16.26	\$714,594	
Middleton	8,636	\$16.26	\$140,421	
North Andover	27,102	\$16.26	\$440,679	
Swampscott	14,213	\$16.26	\$231,103	
Topsfield	6,113	\$16.26	\$ 99,397	
Wenham	4,644	\$16.26	\$ 75,511	

The cost benefit analysis in comparing the projected RECC assessment cost with the total costs of current municipal operations is the responsibility of each local community. Each Mayor and Town manager has been provided with information outlining the scope of the costing that was considered in developing budget categories that make up the \$16.26 per capita assessment. The factors cover salaries and wages, fringe benefits, workers compensation insurance, training, utilities, service contracts for equipment, language line services, liability insurance, hardware and software licensing, Public Safety Emergency Resident Notification System, legal expenses for collective bargaining and employee discipline.

Communities should identify the cost of the employer's contribution for employee group health insurance and pension that each community is currently funding through their municipal budgets when determining the total cost of their current service.

The cost benefit analysis should also take into account the current life on equipment utilized by the communities and the cost to update. The current radio equipment within most of the participating communities is at or past its life expectancy and will need to be replaced by 2012 to be narrow band compliant, a requirement of the FCC.

We have met with each interested community and walked the Mayors, Chief Financial Officers, Town Managers and Chiefs through the calculations.

Per Capita Assessment (Local Share of Operating Cost)

Member communities will be assessed per capita on their cherry sheets for the operational costs of the center. We are working with the Department of Revenue's Division of Local Services relative to the appropriate language required for the cherry sheet assessment. We are also working with the State Office of the Comptroller to establish the necessary accounts within the Sheriff's Department so that there will be no commingling of any funding between the RECC accounts and the Sheriff's Department accounts.

The operational budget is funded primarily through the assessments to member communities.

Two sources of noncompetitive dedicated funding for emergency dispatch are built into the project.

(1) Regional Emergency Communication Center Training Grants will reimburse regional emergency communication centers for allowable expenses related to the training and certification of enhanced 911 telecommunicators.

(2) Regional Emergency Communications Center Incentive Grant will provide the regional emergency communication center with funds in addition to amounts allocated as part of Regional Emergency Communication Center Support Grant for reimbursement of expenses specified in Support Grant using a formula that applies specified percent of total surcharge revenues based on number of municipalities to be served by regional public safety answering point or regional emergency communication center.

As indicated at the bottom of the following budget document the total amount of the assessment for FY11 is \$3,574,137. The figure represents the amount of the estimated expenses of the total operation of the RECC that are the responsibility of the member communities. This amount is based on an estimated population of 219, 792. In the event that the population decreases the total operating costs will reduce commensurate with the population served.

(Total operation costs) - (annual support and incentive grant funds) = Total Local Assessment		
\$5,093,127.74	\$1,518,990	\$3,574,137.74
		\$16.26 per capita

Proposed Operating Budget - Essex RECC				
Budget Category	Item	Cost	Notes	
Salaries & Wages	Total Salaries	\$ 2,610,880.00	Because of labor negotiations, specifics withheld State charge for Universal Health Insurance, Unemployment, Medicare etc. - 1.38% of total wages State mandated 2% of total wages State compensated figure	
	DO-9	\$ 36,030.14		
	Worker's Comp.	\$ 50,217.60		
	Training	\$ 91,000.00		
	Uniform Allow	\$ 15,000.00		
	Total S&W	\$ 2,805,127.74		
Services	Electric	\$ 180,000.00	HVAC & Regular Consumption	
	Water, Sewer, Garbage	\$ 9,000.00		
	Misc. Utility Costs	\$ 50,000.00		
	Total Services	\$ 239,000.00		
Supplies	Computer Aided Dispatch	\$ 100,000.00	Service Contract	
	UPS	\$ 25,000.00	Uninterruptible Power Supply	
	HVAC	\$ 20,000.00	Contracted services	
	Phone & switch	\$ 450,000.00		
	Radio	\$ 350,000.00	Maintain M/W and radio systems	
	GIS upgrades and service	\$ 50,000.00		
	Language Line	\$ 4,000.00	Interpretation Services	
	Voice Recorder	\$ 20,000.00		
	Computer related	\$ 50,000.00	Miscellaneous issues	
	Total Supplies	\$ 1,069,000.00		
	Other	Misc 911 related	\$ 100,000.00	SALI/AU
Legal		\$ 20,000.00		
Insurance		\$ 35,000.00		
Reverse 911		\$ 200,000.00		
Capital reserve		\$ 125,000.00		
RMS/MDT		\$ 500,000.00	Records Management pending COPS grant	
Total Other		\$ 980,000.00		
TOTAL		\$ 5,093,127.74		
	Annual State Support	\$ 1,518,990.00		
	Member Cost	\$ 3,574,137.74		
	Per Capita	\$ 16.26	Based on Ave 2000-2007 Population USCB 219,792	

Conclusion

The regionalization of public safety dispatch operations in Essex County has been in the planning stages for over four years. What was initially a grassroots effort by a handful of fire and police chiefs has grown into a strong coalition of public safety professionals looking to enhance emergency dispatch services to the citizens of Essex County. Many individuals have spent thousands of hours collectively working to achieve the significant measurable benchmarks necessary to implement the regional emergency communications project.

Key milestones:

- The land for the project has been secured.
- The funding for capital and equipment costs, including bricks and mortar, has been awarded to the Essex County Sheriff's Department.
- The necessary "Institutional Platform" under which the RECC could operate has been established by the utilization of an existing state governmental organization large enough to support the RECC. The Sheriff's Department will not assess monies back onto the communities for services or functions that make the Department an ideal Institutional Platform. Services such as payroll, human resources, maintenance/custodial, fiscal and IT are currently in place that will service the RECC.
- A Governing Structure has been developed that provides for maximum input by member communities into setting policy and budgeting for the RECC.

Biographical Summary

THOMAS KENNETH DUBAS

Current Position:

- Since 2004, Director of Emergency Services AND Deputy Director of Emergency Operations for Lackawanna County, PA, supervising all 911 Services, including all police, fire and EMS dispatch AND Emergency Management for the county of 215,000 in northeastern PA.
- Since 1990 Peer to Peer Consultant, PA Governor's Center for Local Government Services, performing Regional police and Management studies through the Commonwealth.
- Owner, Thomas K. Dubas, Consulting and Education, offering training and consulting for private communities and industry in the Pocono Northeast for security personnel.

Background:

- 1999 to 2004, Chief County Detective, District Attorney's Office, Lackawanna County, PA. Represented the interests of the DA in major crime investigations and leading a team of 12-15 detectives in general investigations from computer crime to drugs to elder abuse.
- 1978 to 1999, Chief of Police, Blakely Borough, PA. Led a department of 7 full time and 15 part time officers providing general police services to a population of approx. 7500.
- President, Lackawanna County Chief of Police Association.
- Team Commander, Lackawanna County SWAT team.
- Adjunct professor, Lackawanna College, Scranton, PA

Education:

- Master's Degree in Criminal Justice, Marywood University, Scranton, PA
- Bachelor's Degree in Criminal Justice, University of Scranton, Scranton, PA

- Associate in Applied Science, Orange County Community College, Middletown, NY
- Graduate, 125th Session, FBI National Academy, Quantico, VA

Honors:

- 1995, PA Police Officer of the Year, John Radko Award, PA VFW
- 2007, President's Award, 911 Director of the Year, PA Association of Public Communications Officials (APCO).
- 1995, Chapel of the Four Chaplains humanitarian award for work outside primary employment.
- First vice-president PA APCO.

1 The population was arrived at by using the US Census Bureau 2000 census and the 2007 estimate. The two figures were averaged for establishing the population figures used in the table.

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Gloucester Daily Times

online

Gloucester Daily Times

City eyes regional E911 plan

By Patrick Anderson
Staff Writer

April 13, 2009 05:55 am

Gloucester officials are taking a second look at joining the group of North Shore communities looking to regionalize their emergency dispatch in a planned joint 911 call center in Middleton.

The city decided not to become involved in the regional dispatch when it was confronted with the idea two years ago, because of estimates that the start-up costs would be too high and come with complications for the police and fire departments. But the fiscal calculus of the plan has changed since 2007 and so have some of the leaders responsible for making the decisions.

Last month, the state announced a \$4.9 million grant to begin construction of the call center, planned to go up next to the Middleton Jail and be run by the Essex County Sheriff's office.

City Council President Bruce Tobey last month requested an update from the sheriff's office on the call center plan, and a representative is scheduled to appear before the council the first week in May.

"My goal is to cast a spotlight on this opportunity anew, especially now that the center is close to opening with 11 communities," Tobey said Friday in an e-mail to the Times. "This seems additionally timely, with both the budget almost upon us and the public safety audit well underway."

Mayor Carolyn Kirk, who was not elected mayor until after the city passed on the proposal the first time, supports rationalization and has contacted Essex County Sheriff Frank Cousins about Gloucester getting involved.

"We want to be apart of it," Chief Administrative Officer Jim Duggan said last week. "It was introduced to the previous administration and now we want to be a part of it."

Potential benefits to the city include freeing up the three police officers currently on duty in the dispatch at all times.

"As far as I am concerned, this is a no-brainer to see whether it works for us," Councilor Jason Grow said. "It would free up police and fire to be police and fire. It doesn't make sense to have three guys at all times on the phones.

Manchester and Essex have been exploring the regional plan since its early days, with a vote on the issue scheduled for Essex Town Meeting on May 4.

Those towns joined 11 other North Shore communities in the initial group pursuing the plan including Beverly, Danvers, Ipswich, Methuen, Marblehead, Hamilton, Wenham, Topsfield, Swampscott, North Andover and Middleton.

To join the regional dispatch, each community's legislative body — in most cases, a Town Meeting — needs to approve the change. Right now that process is in different stages at different places.

Rockport, like Gloucester, declined to join the group when it was approached in 2007 out of concern that savings from the plan would be minimal for the town.

The regional dispatch plan was conceived as a money saver for cities and towns that could also provide them with better equipment and technology than then they would have on their own.

The 7,500-square-foot facility in Middleton is expected to cost \$6.8 million to complete with a target opening date around 18 months from now. In addition to the \$4.9 million up-front grant, the state has agreed to cover the balance of the construction costs.

The annual cost of running the center is estimated to cost \$16.26 per resident, based on the roughly 215,000 residents in the communities in the current list.

Whether Gloucester will be invited to join the regional dispatch if it is interested is still unknown.

Paul Fleming Jr., a spokesman for the Essex County Sheriff's office, said Friday that, although Gloucester's chances of joining the regional dispatch would depend on the result of other member's Town Meeting votes, some officials involved in the plan had expressed interest in letting the city in.

"They are very, very excited about Gloucester being involved," Fleming said.

Patrick Anderson may be contacted at panderson@Gloucestertimes.com

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Gloucester Daily Times

online

Gloucester Daily Times

Opinion: Essex regional dispatch path a course city, towns should follow

May 06, 2009 05:55 am

Essex Town Meeting took a sensible step toward efficiency in government Monday night, with a vote to let selectmen pursue membership in a regional 911 emergency call center.

Obviously, regionalization will not by itself be a remedy for all of the town's financial issues — nor will it do the same for any of the other communities willing to take this approach.

It does, however, offer the possibility of saving the town and its taxpayers significant money, according to projections spotlighted by local officials. And it certainly deserves serious exploration by Cape Ann's other communities, including the city of Gloucester.

The proposed call center is to be based in Middleton and administered by Essex County Sheriff Frank Cousins Jr. The state has committed nearly \$7 million to construct it, and, two years ago, 13 communities — including Manchester and Essex — expressed interest in the center. Yet none has made the 10-year commitment sought by the sheriff, although both Essex and Wenham have now, through Town Meeting votes over the past five days, authorized their selectmen to do so.

There are reasons to proceed carefully with a change of such magnitude. Surely there are plenty of officials around who recall the years prior to the demise of Essex County government in 1999. It was notoriously bloated, inefficient and ineffective, and that kind of regionalization must not be allowed to happen again.

That said, many questions about the regional center have been answered already. And there is one bottom-line issue: Will the center really save money?

In Essex, it looks like it will. Essex police Chief Peter Silva has said the current cost per capita for dispatch services is \$80, while the sheriff's office says the regional center would cost \$16.26 per capita.

Yet Manchester Town Administrator Wayne Melville has nonetheless questioned whether it will be a cost-saver. Melville said the only person that could possibly be let go from the Manchester Police Department is the dispatcher — but that's unlikely since there needs to be an individual at the front of the station to take business calls and meet the public at all hours of the day.

That's not the case everywhere. Gloucester uses multiple dispatchers on each of its three daily shifts, so it's hard to imagine a regional center wouldn't bring a savings for the city. Also, the emergency center could save some duplicity of having the Fire Department having its own dispatcher on to cover each daily shift as well.

Monday's vote in Essex does not make it a done deal. It simply authorizes selectmen to do the necessary investigation.

But it also represents a step down a regionalization path that holds a great deal of potential — and one that Gloucester and other Cape Ann communities should follow as well.

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City steps up look at 911 center

By Patrick Anderson
Staff Writer

June 11, 2009 05:55 am

Momentum is slowly building toward Gloucester's entry into a proposed regional emergency dispatch center in Middleton.

Officials from the Essex County Sheriff's office and the regional board working on the 911 center plan said yesterday that, if Gloucester's government decided to join the project, there would be room for the city among the 13 communities currently signed on to it.

Topsfield Fire Chief Ronald Giovannacci, co-chair of the project's advisory committee, said yesterday that there would "absolutely" be a place for Gloucester if it agreed to join.

"It is a program of inclusion," Giovannacci said.

Paul Fleming Jr., spokesman for Essex County Sheriff Frank Cousins, said yesterday that, as far as he knows, there is nothing that would keep Gloucester out of the regional group.

Representatives from the sheriff's office have agreed to brief City Council on the regional emergency dispatch plan at a meeting at City Hall July 14.

The assurances address some lingering doubt among city officials that Gloucester would be welcomed in the regional dispatch after bowing out the project two years ago because of concerns over start-up costs.

Mayor Carolyn Kirk is now actively advancing the idea, which has also been touted by City Council President Bruce Tobey.

The city's public safety chiefs, both working on an interim basis and recent appointees to the job, have yet to formally weigh in on the idea.

Interim Fire Chief Phil Dench said yesterday that he has not seen enough of the proposal's details to know whether it would benefit Gloucester, but is encouraged by the concept.

"I am leaning toward where I think it would be a good idea," Dench said yesterday. "But I want to see how they are going to dispatch police and fire."

In 2007, Fire Chief Barry McKay recommended not joining the plan because of the up-front expense. At that time 11 other communities, including Essex and Manchester, signed on to the plan.

Interim Police Chief Michael Lane said last week that his first impression was that the time was not right for Gloucester to join the regional dispatch — but like Dench, he had not had the opportunity to study the issue.

Lane took over as interim chief three weeks ago.

Under current plans, the dispatch center would be built at the site of the Essex County House of Corrections in Middleton at an estimated cost of \$5 million.

Start-up costs are expected to be defrayed by a \$4.9 million state grant awarded to the project.

The center will have 12 dispatchers on duty using new radio and communications equipment, as well as the latest in digital mapping.

The idea is for communities to save money by not having to dedicate as many employees to fielding calls and eliminating the cost of maintaining and upgrading aging communications systems.

In Gloucester, 911 calls from local land-line phones are received at the police headquarters, where three officers staff the dispatch center at all times. The Fire Department only receives emergency calls after they are forwarded from police.

Current estimates are for the center to bill its member communities \$16.26 for every resident, which for Gloucester would mean an annual assessment of around \$490,000.

Kirk has been pursuing the regional 911 plan for much of her first term in office.

In late April, the mayor sent a letter to Cousins to "formally request that we be included in the future planning or expansion" of the regional dispatch center.

Kirk's letter cited a desire to save money in a period of significant budget cutting as a motivation for rationalization.

Then, two weeks ago, Kirk joined leaders from 15 other communities signing a letter to the secretary of the Executive Office of Public Safety in support of the plan, and condemning unnamed special interests whose "parochialism and self interest have been the impediment to regionalism in Massachusetts for far too long."

Kirk yesterday said the letter responded to the active opposition of Danvers Selectman Keith Lucy to the dispatch center plan.

In addition to 11 of the original signatory communities, the letter is signed by the mayors of Salem, Peabody, Amesbury, and Gloucester and the town manager of Saugus.

The letter was not signed by any officials from Danvers or North Andover, both original members of the regional group.

Dench said yesterday that he sees potential benefit in the regional 911 plan having dedicated, professional dispatchers handling emergency calls instead of firefighters whose expertise is putting out fires.

In any call center plan, Dench said he would like to know what steps will be taken to make sure the regional staff are familiar enough with the city to know instantly where to respond to and from where to direct resources.

For any rationalization to go forward, the city would likely need to negotiate the change with the police union.

Kirk said yesterday that the next step in the process would be for both public safety chiefs to study the plan and how it would work from an operational standpoint for the city.

Patrick Anderson can be reached at panderson@gloucestertimes.com

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Gloucester Daily Times

online

Gloucester Daily Times

City officials to view regional dispatch center

By Patrick Anderson
Staff Writer

July 06, 2009 05:50 am

A contingent of city leaders, including the interim police and fire chiefs, are traveling to Pennsylvania today to tour a regional 911 dispatch center similar to the proposed Essex County facility that Gloucester may join.

Organized by state Sen. Bruce Tarr, a supporter of the regional dispatch plan, the trip is designed to familiarize the chiefs with regionalized emergency dispatch so they can recommend whether Gloucester should pursue it and how it would impact local 911 response.

Both Police Chief Michael Lane and Fire Chief Phil Dench are relatively recent appointees to their posts and are officially serving in interim capacity until the issue of civil service protections are resolved.

Both have said they need to know more about the regional 911 center before officially endorsing or rejecting the Essex County plan.

Along with the chiefs and Tarr and his staff, the Gloucester contingent will include city Chief Administrative Officer Jim Duggan.

"We are attempting to give local public safety officials the chance to understand how it works before they give an opinion on it," Tarr said Friday.

The regional dispatch plan calls for a new \$5 million facility to be built on the site of the Essex County House of Corrections in Middleton. Much of the start-up costs are expected to be defrayed by a state grant.

The center will be run by the Essex County Sheriff's office and operating costs will be paid for by each community that joins it, now pegged at around \$16.26 per resident. In Gloucester that would come out to around \$490,000 a year based on recent population estimates.

The call center is designed to save its member communities money by pooling their resources and freeing them from employing dedicated dispatchers or extra police officers to take emergency calls.

Thirteen North Shore communities — including Manchester and Essex, but neither Gloucester nor Rockport — are in the initial group exploring the plan.

But officials involved in planning the facility have said Gloucester would be welcomed in to the project if it wants to be, and Mayor Carolyn Kirk and City Council President Bruce Tobey have expressed interest in exploring that prospect.

In 2007, Thomas Dubas, the director of the Lackawanna County, Pa., dispatch center was hired as a planning consultant for the Essex County project.

The Lackawanna facility is the one being toured by Gloucester officials this week.

So far, Dench has expressed tentative interest in the regional dispatch plan while Lane has expressed some reluctance that the time may not be right.

The City Council is receiving a briefing on and will likely discuss the regional dispatch proposal at its meeting July 14.

In 2007, Gloucester bowed out of the initial group of signatory communities because the estimated start-up costs at that time were deemed too high.

City Council will have to approve any plan for Gloucester to join the project.

Patrick Anderson can be reached at panderson@gloucestertimes.com

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Gloucester Daily Times

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Gloucester Daily Times

Chiefs backing regional dispatch

By Patrick Anderson
Staff Writer

July 17, 2009 05:45 am

Gloucester's police and fire chiefs have endorsed outsourcing the city's emergency dispatch to a regional Essex County 911 center being planned for Middleton.

A week after they traveled to Lackawanna County, Pa., to visit a call center similar to what's being drawn up here, fire Chief Phil Dench and police Chief Michael Lane this week both came out strongly in support of the plan, already favored by Mayor Carolyn Kirk.

"If they make a facility here similar to what they have done down there, it should work," Lane said. "I found it very professional, very impressive."

Appointed interim chief in May after the retirement of John Beaudette, Lane had initially expressed reservations about joining the regional dispatch with the caveat that he hadn't yet had the opportunity to be briefed or to study it.

But after witnessing the training, equipment and technology utilized in the Pennsylvania center, and talking with police chiefs from communities using its services, Lane said he was convinced the idea could work for Gloucester.

Testimonials from the police chief in Scranton, Pa., carried particular weight.

"If it can work in Scranton, which has 70,000 people, it can work in Gloucester with 30,000 people," Lane said. "It will take some getting used to a regionalization model, but I see it as the wave of the future."

Dench, who had reserved judgement on the regional dispatch plan until the trip, told the Times the resources of a regional center would give the city capabilities it would never be able to equal.

"We would get a state-of-the-art facility with state of the art equipment and emergency medical dispatch personnel that the city would never be able to afford," said Dench, who is also serving in an interim capacity. "We would never be able to have that quality of service."

The regional center would be operated out of the Essex County Sheriff's office and built adjacent to Middleton Jail using state grant money. Each participating community would be billed annually to pay for the center's operations based on population, a cost now estimated at \$16.26 per capita.

In Gloucester, all emergency calls now come to the dispatch center in the Police Department, where three officers are on duty at all times. If the call requires fire or emergency medical response, the dispatchers then call the Fire Department dispatch.

In the regional model being proposed, there would be 12 dispatchers on duty, some fielding calls and others waiting to coordinate a response, Joseph McGowan, a lawyer for the sheriff's office, told the City Council in a briefing on the plan Tuesday.

When a call comes in, the call-taker enters information into a computer, which pops up on the screen of another dispatcher, who can then contact police officers and firefighters to direct their response while the caller is still on the phone.

The regional dispatchers use advanced mapping software and are given a set of standard operating procedures written by the departments in each community, so the response is coordinated according to local guidelines.

While regionalization of municipal services, including 911 dispatch, has been touted as a potential cost-savings across the state, both of Gloucester's chiefs said the biggest potential benefit for the city is an improvement in service — including a likely drop in emergency response times.

The precise financial implications of joining the regional dispatch have not been calculated, but the estimated \$490,000 annual assessment to the city would be at least partially offset by freeing up six officers, who now have to stay in the dispatch, to get back on the street.

Since this year's budget cutting, the Gloucester Police Department has been at its lowest manpower level in decades and is looking for ways to hire more officers, each costing around \$50,000 in salary and benefits annually.

The city would also save a substantial amount of money over time on not having to operate, repair and upgrade its dispatch equipment.

The trip to Lackawanna County was organized by state Sen. Bruce Tarr, who attended, along with the chiefs and other members of their departments.

Members of the Gloucester contingent paid their own way down to Pennsylvania, but are being reimbursed for their costs by the Metropolitan Area Planning Council, a regional planning cooperative, Tarr said.

Lackawanna County has operated under a regional dispatch model for decades and opened the new facility toured by the Gloucester group two years ago. The center is run by Thomas Dubas, the man hired to be the project manager of the Essex County facility.

The Lackawanna call center serves 43 municipalities.

So far, 12 communities in Essex County, including Manchester and Essex, are at some point in the process of approving their participation in the regional 911 center. Rockport is not part of the group.

Gloucester, which two years ago bowed out of the original group looking to join the regional dispatch out of concerns over start-up costs, has been told that if it wants to get back in it can.

The City Council was briefed on the regional dispatch proposal Tuesday and could deliberate on a vote soon, pending a proposal from the mayor's office.

Patrick Anderson can be reached at panderson@gloucestertimes.com

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Gloucester Daily Times

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More cops on street a key benefit to regional 911 project

July 21, 2009 05:44 am

Much of the discussion of the planned Essex County 911 emergency dispatch center, which has now gained the endorsement of both of Gloucester's public safety chiefs, has focused on how much the project can generate in savings for cities, towns and their taxpayers.

But another key aspect that shouts volumes in support of the regionalization effort can be seen in the idea that shifting Gloucester's dispatch services to the regional center planned for Middleton would free up as many as six police officers to work the city's streets, rather than in the department's own dispatch room.

That, indeed, would be a great step for the city — especially as interim police Chief Michael Lane and other city officials look to step up the fight against the drug trade, most notably the heroin trade, which claimed another life 10 days ago when a 22-year-old Gloucester man died of an apparent overdose.

Yes, it's important for cities and towns to consolidate services that may be handled more efficiently. And yes, this regionalized 911 program should bring a savings for the region's taxpayers. But one of the hidden advantages of such a system could well be that officers now tied up serving dispatch duty could be put back doing more classic police work — and bolster police presence in the community.

That's not just important for Gloucester, where, in the wake of budget-related retirements this spring, the department is down some 15 officers from where the roster stood a few years ago. It would also be a benefit for other communities, which have proportionately smaller departments, and which could really get departmental lifts from having a regional dispatch center taking those duties off the individual department's hands.

Dench and Lane say they're now convinced the regionalized service can bring a drop in emergency response times. And, just by its nature, the center could especially coordinate a more focused response when emergency crews crossing multiple communities are needed.

Those are certainly important reasons to get behind this proposal. And cost savings for taxpayers aren't solely dependent on police personnel cuts; Lane and Dench, for example, noted that Gloucester would save a substantial amount of money by not having to operate, repair and upgrade its dispatch equipment.

There are indeed a lot of advantages of this program — which has gotten a green light from Town Meeting voters in Essex, has the endorsement of Town Administrator Wayne Melville in Manchester, and is now getting a push to join from Gloucester's chiefs and Mayor Carol Kirk.

But, as officials throughout Essex County learn more and more about this project's pluses, putting more police officers on the street and taking them off the dispatch lines should be at or near the top of the list.

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Gloucester Daily Times

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Audit: Problems dire for GPD, GFD

By Richard Gaines
Staff Writer

September 02, 2009 05:55 am

Draft audits of the city's troubled police and fire departments by a New Hampshire consulting firm identify strikingly similar failings including resistance to modernization, a dearth of training and outdated and inadequate facilities.

In addition, the Police Department alone was found to be burdened with a toxic "factionalism" with camps and subcamps that led to "vicious" actions. And a Police Department survey found almost no signs of a "high level of mutual respect across all ranks."

Mutual Resources Inc., or MRI, adjudged the findings to be "unbelievable."

The company is the same one that reviewed and analyzed the Fire Department's response to the December 2007 Lorraine Apartments building and temple fire that left one resident dead.

In this case, the company reported the Police Department problems are compounded by meddling "elected officials," a lack of internal communications and policies and procedures that are "approximately 35 years out of date."

The consultant recommended adopting a civilian response system for 911 and encouraged the development of a regional dispatch center.

The reports themselves are somewhat out of date. Last spring, while the audit teams were on the job, Police Chief John Beaudette and Fire Chief Barry McKay retired in the midst of separate swirls of controversy.

Mayor Carolyn Kirk named interim chiefs — police Lt. Michael Lane and Deputy Fire Chief Phil Dench.

Neither interim chief returned calls seeking comment yesterday on the MRI draft audits, which fulfill a city charter requirement for audits of major departments no less frequently than every eight years.

In both departments, the chief is the sole non-union employee, but MRI recommended creating a second non-union position in the Fire Department, an assistant chief and training officer.

Alan S. Gould, MRI's chief operating officer, briefed the City Council's Ordinance and Administration Committee on the draft reports via a PowerPoint presentation Monday night. The audits, undertaken on a \$48,975 contract that was executed last Nov. 18, will be aired at the council meeting of Sept. 22.

Council President Bruce Tobey said yesterday the preliminary review was given to find "factual holes."

The reports together fill more than 500 pages, but much of the volume is boiler plate — repetitious pastings

from Web sites about the demographics and geographies of Gloucester, and lengthy profiles of the team members.

In addition, some of the language used in the two executive summaries is nearly the same.

MRI's Gould explained that different teams — four on the police side, three on the fire side — worked independently of each other, then submitted their rough findings to him for editing and assembly.

For example, the police study states: "Although some practices do meet contemporary police practices, the majority do not." The fire study states: "Although some practices do meet contemporary standards for municipal fire and (emergency medical services), many do not."

Other nearly identical parallel sentences can be found in the drafts.

"There's no sense in reinventing the wheel" regarding the report language, Gould said in a telephone interview yesterday.

While similar, the problems of the Police Department are more numerous. MRI made 365 recommendations for improvements in the Police Department compared to 229 for the Fire Department.

MRI also selected its "top 100 recommendations" for each department.

The consultants recommended replacing both the police and fire headquarters; they also separated improvements that do not require significant spending.

In the Police Department, MRI found "five major areas of concern": "Lack of accountability and factionalism, lack of up-to-date department policies and rules, lack of training, an inadequate police facility and non-utilization of technology."

The consultants found Gloucester's police technology falls into three categories: "very old," "broken" and nonexistent.

"The recent history of the department has been one of factionalism," wrote MRI. "The department has been divided into camps representing the supporters of the chief and the chief's detractors. (Beaudette retired last spring.)

"These factions are further divided by union affiliation and personal loyalty to a particular superior officer. Often, actions undertaken by these groups can be quite personal and vicious, as has been seen in personal attacks on the chief and others via the use of anonymous blogs. An unbelievable 93 percent of department employees completing the survey disagreed or strongly disagreed with the statement: 'There is a high level of mutual respect across all ranks within the department.'

"The effect of the current lack of department loyalty is further compounded by other elements such as a lack of a system for intra-department communications, a lack of a current system of written directives and policies, and procedures and rules regulations are approximately 35 years out of date."

In his interview with the Times, Gould declined to compare the nature of the department in Gloucester to those examined elsewhere.

His company found little sign of police training except in firearms.

"Gloucester has not attended annual in-service training for a number of years," MRI concluded. "This training would cover topics such as legal updates, in addition to other courses that the Massachusetts Police Training

Committee felt were needed and relevant in any given year.

"Officers in Gloucester have not received annual refreshers in motor vehicle law, criminal law and court decisions in many years," the MRI auditors said, adding, "This is a matter of grave concern."

The team that examined the Fire Department found similarly outdated operating procedures.

A majority of written protocols were found to be between 10 and 20 years old.

"None of them appear to have been reviewed, revised and updated," MRI found.

The team credited Chief Dench with cutting into this problem and pushing for more training, but said there was a long way to go on both fronts.

"The department does not have a training plan, does not have a training policy, and does not publish a training calendar."

The consultants held out some hope that the police headquarters on Main Street could be retrofitted and made functional, but held out no such hope for Central Fire Station on School Street.

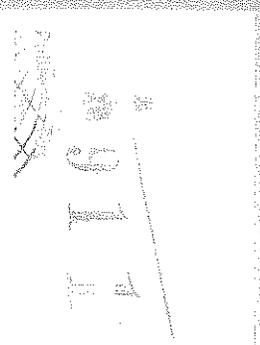
"There is no practical way," MRI concluded, "to renovate or update this facility to meet the needs of a modern fire department."

Richard Gaines can be reached at rgaines@gloucestertimes.com.

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Regionalized E911 Service

1. Initiated 5 years ago by local, public safety officials (fire and police chiefs)
2. Priority of Governor's office and EOPs
3. Currently accepted practice in vast majority of other states
4. Done in other counties in Massachusetts – Berkshire, Barnstable
5. Vetted by local fire, police, administrators, dispatchers
6. Hired experienced Project Manager – Tom Dubas who runs a PSAP in PA



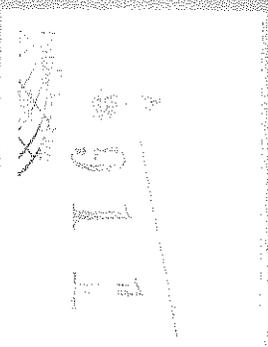
Additional Information

1. Awarded E911 grants of approximately \$7,000,000
 - Sufficient funds available to build center and purchase equipment with no charge back to cities and towns
2. Several communities have committed: Wenham, Essex, Topsfield, Middleton, Swampscott, Hamilton
3. Cities who have signed on: Methuen, Beverly



Governance

- Each town/city has an equal vote
- Policies formulated by fire chiefs for fire, police chiefs for police and town/city administrators for finance
- Employees of Sheriff's Department for purposes of salaries, health insurance, pensions
- Director selected by chiefs will run day to day operation

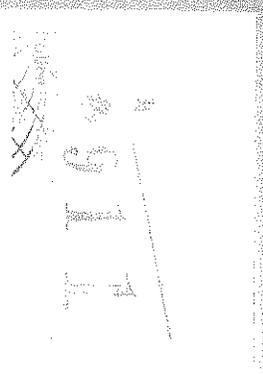


Tools

Technology

Training

- Larger center allows for state of the art in technology – which one or two communities may not be able to afford
- Larger number of employees on shift allows for more persons to be trained without overtime scheduling issues
- RECC will have a full time training person with ongoing in-service training
- Ongoing Quality Assurance program to assess quality of dispatchers work on a weekly basis.



Public Safety Benefit

- Ability to “Ramp-Up” operations in crisis – right sizing the staff to the operation
- Personnel safety issue for public safety personnel – more personnel can perform more vital functions quicker – while continuing routine service to the public



Cost Savings

- Proposed per capita for RECC
 - \$16.26

4911

COMMUNICATIONS

RE: 911 REGIONAL EMERGENCY DISPATCH CENTER

Dana Jorgensson

From: jackie hardy [jackieahardy@verizon.net]
Sent: Tuesday, February 02, 2010 9:41 AM
To: Linda Lowe, City Clerk; Dana Jorgensson Clerk of Cmtes; Joanne Senos, Asst. City Clerk
Cc: Jeremiah Nicastro
Subject: Create Communication file for this subject please and place this email in it re: Regional 911

Gloucester Police Patrolmen's Association

February 1, 2010

City Councilors,

I am writing to you for information purposes regarding the regional 911 center the city may be proposing,

On Tuesday night you will receive a presentation from Thomas K. Dubas, Sheriff Cousins' representative to convince you to join the regional 911. Dubas a regional dispatch administrator himself will tell you how great of facility will be in Middleton, how the center will be "state of the art" and how great it works in his community. What he won't tell you is, he is being paid from our tax dollars to sell you this idea. He also cannot tell you, what the cost for Gloucester Tax payers will be after the first year. He won't tell you that representatives from the Police Department went to his facility for a visit and all came back with the same opinion. They said, "It will be a great facility in Middleton but this is not for Gloucester, and what we have now is best for our city".

Currently we have two 911 police officers who are highly trained dispatchers as well as one House officer per shift.

The House officer or Jailor is responsible for walk ins, registering sex offenders, photographing and fingerprinting prisoners, bringing prisoners to Middleton Jail, other house man duties, prisoner checks, bringing cruisers to DPW for maintenance, receiving phone calls, hiring all extra duties and any other duties asked of the watch commander. House Officer also assists dispatchers during heavy call volume.

Two Police officers are assigned E911 dispatch. They are responsible for answering all calls including calls on the 283-1212 line as well as 911 calls. These E911 officers dispatch cruisers to calls and coordinate calls by priority. They too also share duties with the House officer during busy times.

Approximately 90% of incoming calls come through the 283-1212 line. Those calls are taken by Police Officers who know the law and many times can advise or take reports over the phone without sending a cruiser to the home of the caller. This keeps a cruiser on duty patrolling the streets of Gloucester. Several calls that come through the 1212 line are resolved with the officer on the phone. Criminal complaints can and have been sought over the phone without sending a police officer to the callers' home. We have 4 Police Officers on the street at all times, covering 26 square miles. We try to keep those Police Officers available for emergencies as much as possible. **If a report can be taken over the phone it keeps a Police Officer on the street in accordance with community policing.**

2/2/2010

All E911 calls are also received by two experienced Police officers. Many of them are certified EMT'S as well as trained 911 dispatchers. **All E911 calls are received by two Police Officers, One officer is taking pertinent information while the other officer is dispatching a cruiser, fire or rescue to the scene.** The caller may be reporting a medical or a criminal emergency. **The Police Cruiser is en route to the callers' home before the 911 call has ended. Our response time could not be better.**

The E911 equipment we have installed in the Police Station is "state of the art". It is maintained and owned by Verizon. Verizon also gives the city a very large annual grant to help pay for the two dispatchers. The recent Audit says we have major technology problems within the police department. Those problems are not within the E911 system, they are within other software issues. Chief Lane recently purchased 4 mobile computers for the cruisers. The Gloucester Police Department is much more advanced within its technology than we were 6 months ago. Several upgrades have been made.

What does the city want to do with Regional 911.

The city intends to sign a 5 year contract through the Sheriffs department agreeing to pay a minimum of \$500,000 per year to join a regional dispatch that is unproven, unknown and not tested in this county. **The city will also lose the \$60,000 grant from Verizon. The City of Gloucester is willing to invest a minimum of \$2.5 million dollars to join this dispatch center.** The cost of the first year is \$16.26 per resident for the city of Gloucester to join in. The cost per resident is only guaranteed for year one. It could rise each year after that. An advisory Board consisting of a representative from each community will have the authority to raise the cost. **So a community like Essex with a small population will have just as much say when it comes to raising rate than a largely populated Gloucester. The city does not have the option to get out of the contract even if the cost increases through the years.** We have stated to the administration if you are willing to invest \$2.5 million into an unknown facility why not invest this money into our Police and Fire Department. The administration has not explored what kind of public safety improvements could be made with \$2.5 million. The Mayors Assistant Jim Duggan has told us that it is fiscally easier for them to sign a contract with the Sheriff's Department so they don't have to deal with trying to come up with \$500,000 each year to upgrade the Fire and Police Department. Mr. Duggan said without a contract with the Sheriff's dept they cannot guarantee that the city will commit to investing \$500,000 each year. This is fiscally irresponsible at taxpayers' expense.

The employees of the Dispatch center will be strictly hired by the Sheriff of Essex County, they will be employees of the Essex County Sheriffs Department. The sheriff will be responsible for hiring, controlling their pay, suspended and terminating those employees. These will be politically driven jobs.

All 911 calls will be sent to Middleton and will be received by a dispatcher who does not know Gloucester like the Police Officers do. Dispatchers will be in Middleton and will not have a pulse on the city like the Gloucester Police dispatching has. Nicknames of areas will be unknown by dispatchers. The necessity to send more than one cruiser to a call, to a certain neighborhood will be unknown. When a Police Officer is sent into a high risk area, will the dispatcher 25 miles away, know that this area is common for crime and may require additional assistance? Will the dispatcher know who the repeat criminals are within the community and recognize when one of our Police Officers are dealing with one. Will the dispatches know the many slang names we all use, for example boat ramp, using names of stores for locations instead of the address, or nicknames like west end, east end, Riverdale, Bay view, Lanesville, magnolia, magnolia square, the 4 corners, the turnaround, the extension, or confusing street names like Atlantic Avenue, Atlantic Road or Atlantic Street. We recently located a missing person in the woods of West Gloucester, get the recording of the 20 hour search and ask yourself while listening, could a dispatch center 25 miles away do a better job..... I believe the

answer is no. Can we really afford to put the safety of citizens and police officers at risk?

The 911 system we currently have is the best and is free from Verizon. Why is this city looking to spend unnecessary money for something that we already have and works perfect. Jim Duggan will tell you joining the dispatch center will result in more Police Officers on the street. This is not 100% true. The added cruisers Duggan says we will have, will be responding to many more calls that could have been handled over the phone with a Gloucester Police officer as a dispatcher. If the city's goal is to add more Police Offices on the street \$2.5 million could add a few. The administration has not informed us how the 283-1212 calls will be handled. This is using tax payers' money to go the easy way out. We are losing a service as well as local control.

From January 1, 2009 until November 11, 2009 there were a total of 12,111 calls for service in the police department. **Of this 12,111 only 1,866 were 911 calls.** Of the 1,866 911 calls 229 were accidental 911 calls. **The remaining 10,245 calls that Police responded to came in on the 1212 line.** All incoming 1212 calls are received by trained Police Officers who are trained as dispatchers as well as EMT. I would estimate a majority of the 1212 calls are handled over the phone without having to send a police officer to the callers' home. **If the dispatch center is going to handle the 1212 calls as well as the 911 calls, be prepared to double personnel on the Police force. Officers on the street will be responding to unnecessary calls for service that a Police Officer could have handled on the phone.** No incoming 1212 calls will be able to be handled over the phone by a dispatcher 25 miles away. Each and every time a 1212 call comes in a Police Officer will have to respond to that callers' home, even if it is for a simple parking complaint or a general question. For example if a we receive a parking complaint with the current system, the police officer will ask the caller what is the registration plate for the vehicle illegally parked. The police officer will run the plate and attempt to find the owner to move the vehicle. No Police officer would be taken off their patrol because the Officer on the phone would handle it.

If the dispatch center receives this same call they will record callers' information and dispatch a Police Officer to that persons' home. **An important part of community policing is have a Police Officers presence in local areas patrolling and preventing crime. A dispatch center will move our Police Department from community policing dedicated department to a reactive department.** If 1212 calls are handled by the dispatch center Police officers will be responding to double the amount of calls that could have been handled by on the phone by a Gloucester Police Officer. This was brought to the attention of both Jim Duggan and Personnel director David Bain. They said maybe the 1212 calls can still be handled by the Gloucester Police. If this is the case you still need two police officers to answer the 1212 call volume, as well as the House officer resulting in no change.

When a resident of Gloucester including senior citizens call the police on 283-1212 line they want to speak to a Police Officer not a dispatcher who does not have the information the caller is looking for. **Local citizens, want to speak to local Police Officers, about their local problems.**

I informed the Mayors Administration, if the 10,245 incoming 1212 calls we have received during the last 10 months are still going to come to the Police station than you will still need two Police Officers to handle that call volume therefore why would we as taxpayers want to invest \$500,000 per year for an average of about 5-6, 911 calls per day.

If the 1212 calls are still going to be sent to the Police Station, 2 Police officers are still required to handle those calls and nobody know how those calls would be dispatched. Would our Police Department then have to call the dispatch center in Middleton to dispatch a police cruiser?

If the 1212 calls will be handled by the Dispatch center the Police Officers on the street will be chasing calls that should have been handled on the phone by a police officer.

Why is Gloucester considering investing on a system that is unproven in this county? **Why hasn't everyone involved asked themselves if this is such a great deal why aren't more city's and towns jumping on board. If this is such a good system why do the residents of Gloucester have to commit to a five year contract? If this will work as good as they all want you to believe, why there is any need for a contract. The Mayors administration has not even considered if this does not work well for the residents of Gloucester what will the start up cost to bring the E911 system back to Gloucester.**

We are considering investing into the unknown. **Why don't we take a step back let the facility be built if it works so great we can always request to join later. Jim Duggan has said the sheriff has advised them that if we do not join now there may not be an opportunity to join later. I seriously doubt the Dispatch center will turn down the per capita money the city of Gloucester will bring in at a later date. This is a sales pitch. Why haven't other cities or towns like Salem, Danvers, Rockport, Saugus, Lynn committed to this. Why would this city take on another minimum \$500,000 annual bill for on average 5-6, 911 calls per day that we as the police department are handling with no problems.**

In light of well known challenges in local schools and drinking water, does the City really want to prioritize spending precious dollars to replace a proven effective 911 system?

I am asking you as a Police Officer and more importantly a tax payer do not gamble with our city's money. Joining a regional dispatch, we will lose a service, this city wants and needs. The city will not gain anything and will lose in the end by joining this dispatch center. Gloucester is a different community than most others. The dispatch center may work for other small towns but Gloucester is not one of them. Rockport Police department is accredited Police department and they have also refused to join regional 911. We have local Police Officers who know the local people, their issues and how to handle them. \$2.5 million is a huge risk for the unknown. \$2,5 million could add teachers, Police officers, and firefighters. **The whole regional dispatch was started by the Danvers Police Department. The Danvers Police Department changed their mind and did not commit to the regional dispatch center because of cost and losing local control.** Gloucester once again is considering making a costly mistake. Lets sit back allow the center to be built, if it is a success maybe we can consider joining when economic times are better. Do not believe the sales pitch, if you don't join now you may not be able to join later. Don't be strong armed by Thomas Dubas, remember he is being paid with our tax dollars to sell this to you. Gloucester is smarter than this!

To conclude the Gloucester Police 911 dispatchers are part of the Gloucester Police Patrolmen's bargaining agreement. The City has failed to fulfill its bargaining obligations regarding adoption of this measure and we will exercise all rights available to us under the law.

Here are some quotes from other City and Town administrator's;

-The Marblehead Board of Selectmen voted unanimously to endorse a vote of indefinite postponement on Article 32 on the Town Meeting warrant, which would enter Marblehead into a 10-year partnership with 12 other Essex County communities, creating a regional Emergency 911 dispatch center. "I think it's one of those situations where if it ain't broke, don't fix it," said Chairwoman Jackie Belf-Becker at the selectmen's meeting Wednesday night. "Marblehead likes to control its own destiny," noted selectman William Woodfin. He seemed concerned that the town would cede its control over the dispatchers if it were to join the partnership. Marblehead Fire Chief Jason

Gilliland and Police Chief Robert Picariello offered their own budgetary assessments of the project. Both told selectmen that it does not seem like the regional dispatch center is in Marblehead's best interests.

-Danvers selectmen expressed disapproval Tuesday night of a plan to join a regional dispatch center, citing among the reasons unknown costs, lack of backup, and forfeiture of local control. "This project stinks," said Selectman Bill Clark. "It looks like a mini-empire there," said Selectman Clark, who was most adamant about not letting such a center fall under the dominion of the Essex County Sheriff, as presented in the plan now before the board. "In three out of the four scenarios, this ends up costing Danvers more money," Lucy said to Fire Chief James Tutko, who gamely defended the proposal, then called on Joe McGowan of the Essex County Sheriff's Department to help.

In fact, it costs more money as more communities agree to join, said Lucy, who also complained about the number of administrators the new agency would need - about 28 to manage 52 dispatchers, he said. "Why is the Sheriff's Office at the head?" asked Selectman Mike Powers pointedly. "What expertise do they bring?"

"Who is the sheriff answerable to?" asked Selectman Bill Clark, on the same note, bringing up the possibility of nepotism, which plagued county government in the past. "I have more faith in a dispatcher who went before Jimmy [Chief Tutko] or Neil [Police Chief Neil Ouellette]."

"For larger towns, it doesn't make sense," said Lucy, noting that Danvers dispatch works well now. "I do not want to start another quasi-public agency that will just send us a bill every year," he added.

Selectman Clark brought up the "myriad" of languages spoken in the 13 communities, which will make dispatch more complicated. He noted there are probably 13 Main Streets and 13 Maple Streets, too. "I don't want someone in Swampscott answering my call," he said.

About 70 percent of all calls to 911 are not emergencies, and they will be routed back to the originating town, Lucy said. That means Danvers will still need to have personnel on board to handle them, adding to hidden costs of the system.

"If this is a good idea, it will be a good idea next year, too," said Lucy, who advised the proponents to take it back to the drawing board. "Your cake is still baking and you're asking us how it tastes," he added.

Let's be smart about this. This is a decision we will have to live with forever. If it doesn't work there is no going back. The Mayor, City Council and Police Chief will be held politically accountable for any problems, not the Regional 911 Center.

If you would like to meet with me regarding this matter please do not hesitate to call.

Jeremiah Nicastro,

President, Gloucester Police Patrolmen's Association

978-479-4624

Right now, this city, which is in dire financial straights, is considering spending a half a million dollars a year to provide a service for which we already have.

The regional E911 requires the city to make a TEN YEAR commitment to something that no one knows what the costs will be, and for how long they will remain at the current ESTIMATE of \$16.25 per resident which is a \$490,000 expense that this city currently doesn't need.

Also added into this cost is a current grants of \$50,000 received from the state for our 911 center and \$10,000 for training which will be headed to the Sheriff's Department after we eliminate our current center.

There is probably no one who is involved with this decision on the council or Mayor's staff who has been to the police station and learned just how our current 911 dispatching works. Granted it is not the perfect system but it gets the job done.

There is so much to talk about with this proposal that it is hard to find a starting point so bear with me as I touch on many different subjects on why as a police officer and taxpayer I feel this is not a good decision for the city at this time, or possibly never.

Our current 911 system is the best that Verizon offers and would not be better in its basic operation. Yes, there may be some new bells and whistles that shine it up but that are really not needed. It seems to some that the Sheriff's Department is trying to strengthen their position by creating this regional system. I would also like to guess that some of the area chiefs and city officials who are so in favor of it may also be looking down the road at an Administrator's job in the future.

Right now, if a 911 call requires police, it is immediately dispatched. If it requires fire or an ambulance, it is transferred to the fire department and while they are on the phone with the caller, a cruiser is immediately sent. No system housed in Middleton will work as fast as this one. The call here is answered by local people who work here, know the streets and more importantly, know the reputations of persons involved and certain trouble areas which would decide how much manpower to send to a police call.

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This new system plans for 12 operators answering calls from 200,000 people which averages out to one operator for about every 17,000 people. We currently average one operator for every 10,000 people. How will this response be more efficient? They will probably have to quickly hire more operators raising the cost for every city and town before the first year is up.

How is a dispatcher in Middleton to know what the "Standard Operating Procedures" are for the varied cities and towns that they would be covering? When people call the police station, they want to speak to someone who knows the city and not someone hired off the street, given a few weeks training, and sat down in front of a phone. We laugh now when we get a burglar alarm call from a "central dispatch" facility and realize it is for an alarm someplace in another state or city. What will happen to an emergency call that is handled by a "central dispatch" facility??? How many of those calls will be misrouted due to computer or operator error and what will be the outcome for someone waiting for help?

I can see the Middleton center being overwhelmed when something as little as a water break or power outage occurs and as happens now, the police station is flooded with numerous calls. That's also not considering the "is there school today", or "what time are the fireworks" calls that sometimes flood the station. About 90% or more of the calls that come into the station now are on the regular lines and not through 911. Some of the personal touches that a local person can give will be lost in the jungle of "technology" in the Middleton fortress.

Right now, the regional center is begging for more to join as a few of the larger towns have realized it is an expensive and not needed operation and have dropped out. But no one is telling you this. Their existence is in jeopardy if they do not drag in others with their promise of "fancy equipment". How anyone can believe the cost savings is beyond me as they are asking for a TEN YEAR commitment for something that no one has any idea what the fixed yearly costs will be. If this is built, in a few years they may tell us that the cost is now \$750,000 a year and we have no choice but to pay it as we are committed for the period and have dismantled our current dispatch capabilities. In their system a city as big as Gloucester has the same pull as the Town of Essex. Once in, these smaller towns won't let a bigger city opt out as it would raise their costs. Even if we were able to get out in five years, how would we replace the system we previously had that is now gone? Easy, with even more funds that we don't have.

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Even if the city decides to go regional, there still will have to be one or 2 officers working the front desk at the station what with 15 minute cell block checks, walk in customers, detail hiring, sex offender registration and the many other things that come into the police station on a 24 hour basis. Even if 2 were cut and one remained, it would only free up about 6 officers. To cut those positions would save the city a little less than what is currently proposed for the cost of the center. I don't see a financial win there. And if those officers were put on the street, as no reductions in manpower has been promised, it would be zero savings with a \$500,000 or more added expense. We all know it really isn't about adding manpower as right now, keeping everything the way it is, the city could add those six officers for less than the proposed cost on this pandora's box of a center. And even if officers were added to the street, who's to say that they won't be cut in a few years when the budget gets tight again, especially with Middleton raising our yearly fees.

The Mayor recently listed "three good reasons" why we should go to regional 911. She said it was "strongly recommended" in the recent audit. Yes, it was, along with over 100 other "recommendations" that could be done, and have been done, with a lot less expenses. One of the "recommendations" was for a new police station and I don't see the city rushing to get that done. She also mentioned the "experts" who performed this audit. Are you aware that after spending months in the city and police department they said we have one female officer when we have had two for over 10 years? The Mayor touted "specialized dispatch skills, knowledge and training". Sure, maybe in 5-10 years when the Middleton dispatchers (if they even stay at their job that long) have some experience. The "specialized" training, (Emergency Medical Dispatch cards) can also be had here now at a much lesser expense than what Middleton wants. And as for knowledge, will anyone in Middleton know where Burnham's Field, the footbridgel, The Fort or the cannons are when someone is looking for help? She also mentioned "staffing efficiencies" and the "addition" of street officers which was discussed in the preceding paragraph. Even the fire chief said that he still would have to keep his one houseman sitting in the same place he is now which would give them no benefits to this idea.

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Why the city would want to commit to a half million dollar expense at this time is odd considering that amount of money could be invested within our own borders to open and staff fire stations, funds for the schools, senior center, library or better streets.

It amazes me how certain city officials have suddenly become “experts” on 911 dispatching. The Middleton facility will be top heavy with Supervisors and Administrators who probably will come from the cities and towns who are in favor of this plan.

I personally invite anyone on the council who wants to be better informed before making this decision to contact me and I will give them a view of what we currently have for a dispatch center and show them how it works. Maybe this could be an idea in the future when funds are flush but at this time it is a very bad use of city funds.

I have less than a year left before retirement in my 30 year career with the police department and will not see this white elephant go into effect if it is passed, so my personal feelings are put aside to that of being a taxpayer who believes that if the city really wants to spend over \$500,000 a year right now, that it would be better spent on something other than this “pie in the sky” proposal.

Larry Ingersoll

Email Ling52@aol.com 978-281-2715

Currently East Gloucester Cruiser on the Day Shift 978-283-1212