Eastside Regional Public Safety Communications Initiative:
An Initial Needs Assessment

June 28, 2004

Commissioned by:

**CITY OF CLYDE HILL
CITY OF MEDINA
CITY OF MERCER ISLAND
CITY OF KIRKLAND
CITY OF BELLEVUE
WOODINVILLE FIRE DISTRICT**

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EXECUTIVE SUMMARY

This study was commissioned by the Cities of Clyde Hill, Medina, Mercer Island, Kirkland and Bellevue and the Woodinville Fire District (collectively, the "Participants") to provide an initial needs assessment regarding the feasibility of a new regional public safety communications/dispatch agency ("Regional Dispatch Agency"). The Participants express a strong degree of support for proceeding with a regional dispatch agency, based on the belief that it will provide a significantly higher level of service for the public and enable partners to realize significant cost efficiencies. There is strong alignment of interests with regard to most of the functions to be provided by such an agency, as well as the general governance parameters involved. Additional work is needed in the near-term to confirm commitment to a timeline for the project (short-term or long-term), as well as the extent to which records management system (RMS) services should be incorporated into the agency scope. These decisions should be made before proceeding further.

Based on the responses from Participants, a Regional Dispatch Agency should seek to provide:

- **police, fire and aid (Emergency Medical Service/Medic 1) dispatch**
- **800 MHz radio maintenance and management (EPSCA[1] function)**
- **radio console maintenance and maintenance supporting computer platforms**
- **strong operational linkage to a common wireless mobile data terminal (MDT) system**

Participants further agree that these systems should be supported by an integrated CAD/RMS[2] system. Additional study is required in the near-term to determine the extent to which RMS services should be provided by the new agency. Questions include: should Participants continue to operate non-compatible RMS systems? Should RMS software be compatible but operations continue independently? Should RMS be completely unified at one location (with local access) as is true in Pierce County? To what extent should fire districts and departments also be moved to employ the same RMS system as police? How will MDT/AVL[3] systems operated by police and fire agencies be impacted and what options (and costs) are associated with ensuring MDT/AVL systems are compatible with a regional CAD/RMS system?

All participants identified the EPSCA[4] governance model as a generally desirable structure for a regional dispatch agency. Specific governance aspects that were agreed upon include:

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[1] Eastside Public Safety Communications Agency.
[2] Computer Aided Dispatch/Records Management System.
[3] Mobile Data Terminal/Automatic Vehicle Locator.
[4] Eastside Public Safety Communications Agency.

- o **A stand-alone agency, managed by a joint board, supported by technical boards overseeing day-to-day management**
- o **Professional, high quality management selected by, and reporting to, the joint board**
- o **A highly participatory agency culture in which those owning or served by the agency have a meaningful "voice" in decision making**
- o **Ability to provide contract services to subscribers, as well as members**
- o **Desire to use and empower technical advisory boards**

There is a wide array of potential barriers to be addressed if the project proceeds. The incompatible CAD/RMS and MDT/AVL systems in which Bellevue and Kirkland have recently invested raise major issues: will jurisdictions be prepared to abandon significant system investments in order to achieve this project? Will other partners be willing to reimburse stranded costs of these investments? Success will require early clarity regarding governance and decision making, and a major effort to align business practices of participating police and fire operations. It will also require strong political and managerial support, adequate resources and strong project management. The three different unions representing dispatch and records employees should be engaged in problem solving at an early stage. Formation of the governing agency should also take place at an early phase of implementation in order to fund start up costs, hire project management, and hire a communications center manager to assist with development, implementation and ultimately operation of the new agency.

Conclusion: There are compelling reasons to proceed with this effort in terms of efficiencies and effectiveness of service delivery. There are several successful models of regional dispatch operations in the Puget Sound Region from which to draw upon. The strong commonality of interest between the Participants is an important foundation upon which the project may build. The project is however, very challenging in terms of the complexity of technical and operational issues, as well as the complexity of political and relationship challenges. It will require strong leadership to successfully complete the project, a commitment to collaboration, a commitment to change, as well as a commitment of adequate resources and staffing.

**Eastside Regional Public Safety Communications Initiative:
An Initial Needs Assessment**

June 28, 2004

Introduction: This study was commissioned by the Cities of Clyde Hill, Medina, Mercer Island, Kirkland and Bellevue and the Woodinville Fire District (collectively, the "Participants") to provide an initial needs assessment regarding the feasibility of a new regional public safety communications/dispatch agency (Regional Dispatch Agency). The questions in the scope of work for the study may be paraphrased as follows:

- Identify the scope of services and long-term investment involved in the separate communications operations operated by the Participants
- Identify common interests between the Participants with respect to establishment of a new regional dispatch agency
- With the assistance of city budget staff, perform an analysis to compare budgets of the three communications/dispatch centers now operated by the cities of Mercer Island, Kirkland and Bellevue
- Identify the appropriate scope of services to be provided by a Regional Dispatch Agency
- Identify and address potential barriers to implementing a Regional Dispatch Agency
- Identify criteria for evaluating whether a jurisdiction should be a member or a subscriber of the new agency
- Identify a timeline and next steps for establishing a Regional Dispatch Agency

Work began on the study in late March 2004 and was concluded in June 2004, following a review of the draft report and conclusions at a joint meeting between Consultant and all Participants. Data was gathered through a series of interviews and meetings with staff and management of the Participants,[5] follow-up telephone and email communications, as well as phone interviews with management staff at other regional public safety agencies. Data was not independently verified by Consultant.

This study is a general, first phase of inquiry regarding establishment of a Regional Dispatch Agency. Implementation will require significant continuing effort to confirm the vision for the project, commit to a timeline, agree upon a governance arrangement, and provide resources necessary to study and manage the array of technical, financial and contractual arrangements involved.

Background: Intergovernmental Environment Considerations

Public safety service delivery in East King County is extremely fragmented and characterized by extensive replication of administrative and operating structures within a relatively small geographic area. Other than the fact that all fire Departments in the area

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[5] Each jurisdiction sent different staff to respond to the management team interviews. See write-ups in Appendices F and G for names of individuals participating in interviews.

are members of the Zone 1 mutual aid response group for fire service, and that all Medic 1 dispatch is provided by the Bellevue Police Department, no public safety services are provided through the same means over this geography.   Most large cities on the Eastside operate their own police and fire departments. Many—but not all-- smaller jurisdictions contract with King County for police service. Many cities do not operate their own fire departments but instead are part of the service territory of a fire district. Multiple fire districts and departments exist alongside multiple police departments.

Dispatch of public safety functions is similarly complex.   Although fire and Medic 1/aid dispatch has been essentially regionalized through contracts with the Bellevue Police Department, there are seven different police dispatch agencies serving East King County—four of which are not participating in this study.[6]

Police records functions are not regionalized to any degree in East King County, although cities and fire districts are participating in a regional effort to bring more records on line. Records management technologies and protocols, and use of MDT/AVL[7] technologies differ extensively across the region.

To the extent that the highest service benefits from regionalized dispatch come from the ability to jointly dispatch police, fire and aid units across a wide area, this fragmentation makes the challenge of regionalization more complex and may significantly limit the territory in which dispatch that can be fully regionalized for many years. **Table 1** catalogues current contracting and service arrangements.

Scope of Services, Long-Term Investments of Current Dispatch Centers.

Three of the Study Participants operate dispatch centers: the cities of Mercer Island, Kirkland and Bellevue. The three dispatch centers are significantly different in terms of their functionality, size, and technology employed. Because Mercer Island has merged the police records management system and dispatch operations together, and because of the highly linked functionality of those two operations, this study includes an overview of police records functions and costs at all three jurisdictions in order to more fully comprehend the impacts of regionalization.[8]

Differences between the three centers are summarily described below:

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[6] The seven police dispatch operators are: the Cities of Bellevue, Mercer Island, Kirkland, Redmond, Issaquah, Bothell, and King County (contract service provider to those cities purchasing sheriff services from the County as well as the direct service provider to all unincorporated areas of the County—pockets of which are interspersed throughout the Eastside).
[7] Mobile Data Terminal/Computer/Automatic Vehicle Locator technology.
[8] Medina, Clyde Hill, and Woodinville Fire District are clients of Kirkland or Bellevue dispatch operations and do not have "stand alone" dispatch centers. Their dispatch assets are compatible with and linked to their contract dispatcher, but these assets were not separately catalogued by the Consultant.

Summary Comparison of Dispatch Center Functions:
Bellevue, Kirkland and Mercer Island

City	Police dispatch	Fire Dispatch	ALS/BLS* Dispatch	Police records services provided by Dispatch	Separate Police Records Division	Other public safety functions provided
Bellevue	Yes	Yes	Yes	Minimal	Yes	Yes
Kirkland	Yes	No	No	Significant	Yes	Yes
Mercer Island	Yes	Yes	ALS - No BLS- Yes	All records service provided by Dispatch	No	Yes

*Advanced Life Support/Basic Life Support

Tables 2 and **3** describe the services, call load, technology, facilities and capacity of these three centers and police records operations in more detail. **Budget comparisons** are discussed below**.**

Other key similarities between the three dispatch operations include:
- All operations face near term capacity issues—although Bellevue's capacity issues will be addressed by move to a new City Hall.
- All centers use *same* technology/software/hardware for: dispatch radios and dispatch consoles; 911 call intake; 800 MHz; state records queries (ACCESS[9]).
- All three cities expect that regionalization would not fully incorporate all functions currently performed by dispatch staff: arrangements will be required to pick up functions not regionalized.
- Dispatchers in all three organizations are unionized.

Key differences include:
- The three operations do not have compatible CAD/RMS system investments; similarly, MDT technologies are not compatible and protocols employed for interface of this technology and dispatch/CAD/RMS functions are not identical.
  - Mercer Island has no CAD system nor does it have an electronic RMS system or MDT/AVL system.
  - Kirkland is installing the New World CAD/RMS system this year which includes an upgrade in support of its MDTs.
  - Bellevue uses a Visicad CAD/RMS System purchased in 2000-01, and is implementing its first MDT system this year. Bellevue will continue to operate this system at its New City Hall communications center, scheduled to open March 2006.
  - The New World and Visicad Systems have different capabilities and are not compatible.
- Municipal Employees Benefit Trust (MEBT) benefits are provided by Kirkland and Bellevue but not Mercer Island.

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[9] ACCESS is the state provided electronic records database, "A Center Computer Enforcement Service System." See Table 3.

- Bellevue has significant information technology expertise and training/recruitment programs staffed as part of its dispatch center budget.
- Mercer Island and Bellevue police records operations are staffed 24-7; Kirkland operations are primarily during regular business hours with dispatch picking up certain functions after hours.
- Dispatch staffs in the three cities are represented by three different unions.

Additional comparative dispatch center information is set forth at **Appendix B**. It is important to note that communications center managers do not believe there is enough similarity in available call load data or operations to generate a meaningful "cost per call" comparison between the three centers.

Budgets for the Three Dispatch/Records Operations

Given workload and time constraints facing city budget staff, the budget analysis is fairly high-level. The analysis looked at the dispatch and police records functions, and key associated capital investments at Mercer Island, Kirkland and Bellevue. Combined dispatch and police records operating costs and direct FTEs for the three centers are presented at **Appendix A**. Summary data is provided below:

Total Dispatch and Police Records 2004 Budgeted Operating Costs
Mercer Island: $ 638,788
Kirkland: $1,821,403
Bellevue: $9,069,549

Total Direct FTE's for Dispatch and Police Records and Total Personnel Costs Per FTE		
Mercer Island	8.00 FTE	$60,982
Kirkland	20.25 FTE	$65,858
Bellevue	84.96 FTE	$63,126

Preliminary conclusions include:

- *Total direct personnel costs per FTE* are very comparable across the combined dispatch and records functions in the three cities.
- *Total operation costs per FTE* (*See* Appendix A, Table 3) are highest in Bellevue of the three cities, but these costs represent a high-end estimate for a regional dispatch/records agency. A new agency would be unlikely to have all the associated indirect costs that are now included in the Bellevue costs.
- The CAD/RMS system is the largest single technology cost involved in a dispatch operation. The annualized cost of the CAD/RMS system for Kirkland—as purchased--is estimated at $94,000 per year (useful life expiring in 2014); for

Bellevue it is approximately $215,000 per year (expiring in 2011). This is a relatively small cost when compared to the annual operating budget, suggesting the return on technology investment should not be the deciding factor in selecting the timing/outcome on a move to a regionalized dispatch function. *Note, however, that practice is to continually invest in upgrades in these systems regularly over time rather than leave a system untouched until the end of its useful life. As a result, the life-cycle sunk cost of these systems may be very different than the initial purchase price: thus, the comparative initial purchase price should probably not be a basis for systems/timing decisions.*

- The Bellevue records management operation budget is nearly ten times higher than the Kirkland budget. There are at least three factors that account for much of this difference: (1) 24-7 operation instead of regular office hours; (2) 2.5 times the population served; (3) unlike Kirkland, very little records duties are performed by Bellevue dispatch. However, budget staff remains concerned that the Bellevue operation seems to be heavily staffed (32.40 FTE v. 4.05 in Kirkland) and seems to have significantly more supervisory staff.
- Costs per square foot in the new Bellevue City Hall may be much higher than other potential locations—precise data on the City Hall per square footage cost is not reported.

The budget team agreed there are essentially three key factors that will drive costs in a new regional dispatch agency:

- The level of service to be provided
- Non-personnel costs: system replacement costs, space costs, and overhead
- The extent/nature of police records management system services provided

It is not possible to calculate a budget for a new regional agency at this time absent decisions as to level of service, scope of service, technology choice, participants, location, and overhead provision.[10]

Interview Results: Vision and Goals for a Regional Dispatch Center

Management Teams and Communications Center Staff expressed many similar views about a Regional Dispatch Agency. There were also several differences of note. The interview write-ups provide a richness of detail that cannot be captured in this summary. Participants are encouraged to review these interview write-ups which are presented at **Appendices F and G**.

Key commonalities of interest include:

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[10] Anecdotally, there would seem to be substantial efficiencies to be gained in the areas of facilities, technology, and overhead through a consolidation of dispatch activity, and to a lesser extent, savings in staffing. (See **Appendix C.**)

- Similar expectations about the benefits and potential drawbacks of a regionalized agency.
- Similar desires for the form and function of the agency; support for EPSCA as a model for the new agency.
- Similar motivations for pursuing the initiative (enhanced efficiency and effectiveness).
- Desire for a participatory agency culture/decision-making process.
- Interest in accommodating some variability in dispatch protocol to respond to community needs/expectations while recognizing the need to unify operating procedures generally.

Key differences/concerns/issues include:
- Some entities now contracting with Bellevue or Kirkland for dispatch perceived the move to a jointly managed dispatch agency as an important means of increasing their control over dispatch. In contrast, Kirkland Police and Mercer Island perceived the move to regionalization as a loss of local control.
- Some Participants welcomed the prospect of a transfer of enhanced responsibility to a new agency (particularly with respect to the challenge of technology); others resisted this move.
- Woodinville Fire District perceived that existing Bellevue operations favor police dispatch needs over fire needs, and expressed concern this would be exacerbated by regionalization—as more police operations become involved in the joint dispatch function.
- Woodinville Fire District was unique in expressing a strong desire for equally weighted votes in a new regional dispatch agency governance structure.
- There was disagreement as to whether staff should be cross-trained to operate at both fire and police dispatch stations from day to day based on agency needs.
- There was a varying degree of concern about the role Bellevue would play in a regionalized agency, and the implications for Bellevue's control over the operation if the agency operations are located at the new Bellevue city hall.
- Most Participants expressed concern about how regionalization would impact local Emergency Operating Center operations and how such operations would link to the regional agency.
- Smaller jurisdictions expressed more concern than did larger jurisdictions about needing to control the cost of the operation and avoid cost spikes from year to year, and were concerned they would be asked to purchase services they did not necessarily need or want.

Initial conclusions from review of interview responses are:
- The strong commonality of vision as to the core scope and governance structure of an ideal regional dispatch center is a strong base from which the study Participants can proceed to implement the project.
- Simply moving to add police dispatch contracts to the existing Bellevue operation is not an acceptable solution for the Study Participants. Both Police and Fire entities are looking for changes to enhance shared decision making and control over dispatch that cannot be achieved through a contract arrangement.

- There is strong support amongst all participants for moving ahead with a regional dispatch entity as a stand-alone agency with separately hired management, structured similarly to EPSCA.
- There is strong support amongst all participants for a new agency having combined police-fire-aid dispatch responsibility and basic records services (warrant confirmations, emergent ACCESS queries).
- More research and discussion as to what type of records services should be provided by the new agency is required.
- Some governance/management details will be particularly critical to address, most notably: concerns about Bellevue's historic dominance of the function; weighted or equal voting; flexibility versus uniformity of service protocols and service delivery models; and cost control issues.

Additional comparative analysis is presented at **Appendix D.**

Governance: Member and Subscriber.

More work and detailed discussion between the Participants is required to hammer out the details of a governance arrangement for a new regional dispatch agency. There are several aspects of governance that the Participants agree on, including:

- Regional dispatch should be managed through a jointly owned and managed independent agency, generally consistent with the EPSCA structure.
- The management board should consist of city managers/equivalent determining the operating and funding policies, supported by an operational board of police and fire chiefs.
- There should be members and subscribers.
- Processes and decision-making should be highly participatory and responsive to the input of all Participants—large and small, and not controlled or dominated by any one entity.
- Advisory/technical groups should be structured and empowered.
- Managerial staff should be hired by and report to the joint board.

There was very little discussion in interviews regarding how or whether the new agency would provide for overhead services—payroll, etc. Participants expressed no particular consensus on the powers or selection criteria attached to the terms "*member*" and "*subscriber,*" the size of the management board, how to deal with latecomers, or other governance issues.[11] Note that other regional dispatch public safety agencies surveyed uniformly have both member/owners and also provide services through contracts, but each has disparate criteria for membership or voting rights. For instance, some only allow cities as members; others have a wide range of government agencies as members.

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[11]Woodinville Fire District did state a strong preference for votes on the management board being equal. Lack of other input may be more a function of the limited interview time and the choice of interview questions.

There is no one "right" way to structure governance or membership/subscriber relationships, nor will any structure be "perfect" in every way for all Participants. It is probably inadvisable to develop firm answers to these issues absent consideration of other governance issues. Some criteria to consider in determining who should be a member versus a subscriber include:

- Clarity and manageability of resulting governance structure
- Simplicity supportive of true partnership and enhanced trust levels
- Potential to separate determination of voting rights from the determination of membership status
- Other means exist to address underlying issues of trust and control, for example, the establishment of a police technical advisory committees and fire technical advisory committees—with these groups having a vote at a management board
- Legal authority, financial capacity
- Impact of criteria on ability of agency to attract and retain members
- Administrative burden on members who may be participating in multiple regional efforts

Given: (1) the strong interest of fire districts in increasing their control over dispatch management (2) EPSCA's current members are only cities and two are not participating in this effort; and (3) unanimity is required to amend the EPSCA interlocal agreement, creation of a new interlocal agency with both cities and fire districts as members may have considerable appeal

Table 4 and **Appendix E** contain comparative information about (and advice from) different regional dispatch agencies. It is hoped that these attachments can be a basis for a more in-depth governance discussion amongst the Participants and other interested jurisdictions.

Technology Issues

Recent choices by Kirkland and Bellevue to employ non-compatible CAD/RMS systems and MDT/AVL systems raise both cost and operational issues for a unified dispatch operation. The primary focus in this report is on the CAD/RMS issue. The total investment in Kirkland's New World system ($1.1M) is less than the investment Bellevue has in its Visicad system ($2.1M). Both systems have a roughly comparable life span (10 years); Kirkland's system's useful life terminates in 2014; Bellevue's in 2010-11). Note, however, that since the cities are continually making upgrades and changes to systems, this initial acquisition price is not reflective of the true life-cycle cost of the technology. Moreover, it cannot be predicted whether a system will continue to be supported by a vendor (or meet the needs of its operator) until the end of its expected useful life. In sum, these acquisition cost numbers should not be used as the basis for decision making regarding systems or timing, nor are they a complete picture of stranded cost involved in abandoning a system.

Recognizing that managers have multiple bases other than technology concerns on which decisions are to be made regarding a regional dispatch agency, IT staff from Bellevue and Kirkland offered the following points with regard to the two existing CAS/RMS systems specifically, and a regional dispatch agency generally:

- **Kirkland IT staff strongly prefer the New World system for police dispatch and MDT capabilities.**[12] They are not ready to abandon this system in the near term in favor of the Visicad system at Bellevue. They would like the opportunity to assess the performance of the New World system, and point out that it is possible that New World system may incorporate dynamic routing for fire at some point in the future. Kirkland IT staff believe a choice to move to Visicad in the near term could threaten the nascent coalition of partners examining the regional dispatch center concept (and cause some to drop out), **but acknowledge that Visicad would probably be the only practicable system to use in a short term merger** (subject to further study). The lack of a **jail management module** with the Visicad system is another reason Kirkland IT staff prefers the New World system (which has this capacity).[13]

- Bellevue and other Zone 1 Fire staff did examine the viability of New World system for fire dispatch two years ago and concluded there were functional issues and problems with the system for both fire and police. Most important of these is that the New World system did not have dynamic routing protocols which Fire Departments have said are critical to fire and aid dispatch (and which are available on the Visicad system).[14] Thus, **Bellevue and many of its fire customers would likely find New World an unacceptable technology choice at this time unless there have been significant changes in the product.**

- A move to New World in the near term would disrupt all Bellevue fire and police clients (over 15 agencies). A move to Visicad in the near term would disrupt Kirkland police and its dispatch customers (Medina, Hunts Point, and potentially Mercer Island), and could also disrupt agreements and operational linkages Kirkland and Bothell in their concurrent deployment of the New World system.

IT staff from Bellevue and Kirkland agree that from their functional perspectives:

- **A regional dispatch center should use only one CAD/RMS function for police, fire and aid dispatch**. That is, a regional dispatch operation could not utilize both the Kirkland/New World and Bellevue/Visicad Systems and should not use one system for police and another for fire, nor should it use one system for

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[12] The Visicad and New World CAD/RMS systems have been compared extensively by Kirkland as regards functionality for police service and related MDT capabilities, but not for fire dispatch capacity, since Kirkland does not dispatch fire. Note also that New World has since added fire dispatch capabilities but these have not been analyzed by any Participant.

[13] Kirkland did not purchase the New World court management module. Bellevue's RMS system has a court module but not a jail module.

[14] Although Bellevue uses only static routing on dispatch of police units, once the current wireless project is complete and AVL units are installed in police units, they too can use dynamic routing protocols.

operations and one for back-up. One vendor (with subcontractors managed by that vendor) should ideally be chosen for a new regionalized dispatch operation.

- If Participants are unwilling to extensively unify business practices and operating protocols it will pose a serious threat to the viability of the project. Success will require strong and on-going support from both Fire and Police Chiefs and an effective working/decision-making relationship between the two set of chiefs.[15]

- Given adequate time, good technology systems solution can be found to meet Participants needs. However, **an optimal technology solution cannot be identified or implemented within the short-term (2-3 years).[16]**

- To reach an optimal solution, the first step needs to be a clear agreement on governance and decision-making process, along with clear objectives for the project. That would be followed by a detailed definition of the business needs---alignment of business practices wherever possible—and clarity as to which jurisdictions will be served. Then, various technology systems can be compared in detail as to their ability to meet business needs, and comparative costs can be determined.

- Costs of dispatch technology investments are small relative to the savings potentially available over time from regionalization. Therefore, cost of current investments *should not* be the deciding factor in the decision to participate in a new agency (for example, the *annual* operating cost of the Kirkland dispatch center exceeds the *total* expected capital investment in the City's new CAD/RMS system). And, systems are repeatedly upgraded over time.

- Ability to meet business needs is more important than the cost of the system.

- Participants should anticipate relatively higher front end costs in order to secure long-term savings.

- Savings from technology unification will occur, but cannot be quantified at this time. Market pricing changes quickly. Costing work should be done coincident with purchase decisions; other work can simply offer an "order of magnitude" comparison, not true budget impacts.[17]

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[15] IT staff concurred that technology is not the hold-up in these ventures, rather, the challenges are human: relationship building, working through different operating practices, willingness to work together, *wanting* to work together.

[16] As previously noted, the new Bellevue City Hall communications center is scheduled to be operational in mid-2006, approximately two years from the date of this report.

[17] In other words, there is no benefit from doing another detailed return on investment comparison between the New World and Visicad system: it would be out of date almost immediately.

- MDT technology employed by Participants is not now compatible with both RMS/CAD systems. Achieving compatibility of these systems would require significant cost (not examined in this report).

- If RMS software is not compatible but dispatch (CAD) is, it may be necessary to implement to two wireless MDT networks for any customer of the system—one for individual jurisdiction records access, and one for regional CAD/RMS access. This seems duplicative and expensive. It is possible to migrate to a CAD/RMS system regionally and employ compatible RMS software locally but keep records operations separate. Alternately, a unified, regional RMS system could replace local operations (as is true in Pierce County). More investigation of this issue is recommended before a decision is made as to how the RMS function should be incorporated into a regional dispatch agency. If unified Records Management does not become a goal of this project, cost/effort comparisons should still examine the option(s) of other agencies adopting compatible RMS, CAD and MDT technologies—decisions around which may be different for police and fire.

- The sooner a decision and timeframe for a regional dispatch agency is made, the sooner IT staff can plan the migration path to the new center and mitigate technology costs of the decision in ongoing replacement/ support/ operating decisions.

- Selection and implementation of an **optimal technology system** (including all attendant governance, interlocal agreement arrangements, and business practice decisions) will take at least **4-6 years**.

The **key issues** from the perspective of the IT staff for moving ahead with a regionalized dispatch agency are thus: (1) **timing** and (2) **unification of business practices.** The greatest concern expressed was that the jurisdictions would want to move too quickly or would insist on continued independent operating protocols: both would make it extremely difficult to make a successful technology transition.

In sum, if a **short time frame** to regionalize is chosen (defined as **2-3 years**), it would likely require use of the Visicad system by all participants at the new Bellevue City Hall.[18] This would involve significant disruption for Kirkland police (and its dispatch clients) and abandonment of a significant investment by Kirkland. It could raise difficult relationship issues and would raise challenging operational and cost issues as well. It would also imply a second phase of effort after the initial merger to identify and implement an optimal system, and raise challenging facilities issues.

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[18] The City Hall facility will have space to accommodate addition of Participant police dispatch. Existing radio consoles from other Participants are compatible with the Bellevue operation and can simply be moved over; some new furniture would be required, together with equipping of some additional CAD stations and some additional software licensing costs.

If a **longer time frame** is selected (defined as **4-8 years** by the IT group), then the choice of technology would likely be bid out (and could result in one of the existing systems or a new vendor). The longer the timeframe the more flexibility is possible to ensure technology responds to all needs expressed by participants, the greater investment value recovered for current technology, and one less transition process would be involved.

On the other hand, the question arises as to the likelihood of success of a complex inter-jurisdictional project with a 4-8 year time frame? If a sub-optimal (in terms of technology) merger decision were made now (i.e., move as soon as possible to the Visicad system in the new Bellevue City Hall and thereafter proceed to implement an ideal system over a longer-time frame) it would arguably force linkages and interdependency between the parties that would enhance the likelihood of success over the long-term. Without a compelling linkage, the chance for major disruption of the project over a long-time frame is very significant, as players, politics and priorities will inevitably change.

Other Potential Barriers

There is a wide array of potential barriers to successful implementation of a regional dispatch agency. The more significant barriers are identified at **Table 5.** Strong political and managerial support, clarity of governance and decision-making processes, significant unification of business practices, and proper resources and staffing, are required if the project is to succeed. To progress on this project, Participants' focus needs to move past problem identification to problem solving.

Timeline; Key Milestones

There is no single critical path to achieving a regional dispatch agency. Success will require a degree of flexibility. Participants overall expressed a desire to "just do it" rather than parse a transition to regionalization into multiple small transitions. Participants anticipate that a few jurisdictions will participate to begin with but hopefully more will be added over time as efficiencies and enhanced service capabilities are demonstrated.

There is insufficient data at this point to map out a detailed sequencing of events, or select a short-term or longer-term implementation plan. However, some near term steps can be identified, and overall there clearly some actions and decisions that must precede others. Specifically, the **choice of a timeline is a critical near term decision for Participants to make**. This should involve a quick survey and decision regarding the extent of RMS service to be provided as part of the agency scope and related MDT/AVL impacts and costs. It also requires consideration of the opposing risks of choosing a long implementation period and increased risk of derailment *versus* merging in the short term and then implementing an ideal solution over time--but living with limited technology choices (and significant disruption for some) in the interim term. One possible approach to address these short term decisions (next 2-4 months) is as follows:

Step 1: Review and Assessment of Capacity, Technology. Participants should review this report--particularly the feedback from other participants as recorded in the interview write-ups--and should then convene again to discuss any shifts in views, priorities or new concerns and questions that result from same. Participants should assess:

(a)   Continued willingness and interest in participating and proceeding towards implementation (a "go – no go" decision to carry the work into the next phase);

(b)   A realistic time frame and extent of organizational capacity and willingness to unify police dispatch protocols (defining business needs for the project) in order to facilitate a short-term and/or a long term merger);

(c)   Willingness to locate the operation in the new Bellevue City Hall and use Visicad technology (abandoning the New World system) until an optimal long-term program can be identified and implemented;

(d)   Willingness to compensate Kirkland for stranded costs of the New World investment in order to facilitate a short-term merger of operations; and

(e)   Willingness to take on the difficult management steps associated with a short term merger and assessment of risks of failure.

These discussions should help determine whether it is feasible and desirable for the group select a short time frame (2-3 years) or a long-time frame (4-8 years).

Step 2: Further Investigation of RMS Options and Timelines (conducted simultaneously with Step 1). Police and Information Technology staff should further investigate the operations of the Pierce County unified records operation, LESA, and other operations nationally, and recommend to the management teams the extent to which:

(a)   Police records management system services should be incorporated into the regional dispatch project;

(b)   Preferred RMS services raise operational and cost impacts in other areas (particularly MDT/AVL systems); and

(c)   The recommendation impacts the appropriate timeline for project implementation and if so, how.

Step 3: EPSCA Role. Share this report and the results of Steps 1 and 2 with EPSCA members who are not Study Participants to encourage their participation, given the logic and apparent efficiency of merging the two operations. If

consensus cannot be reached, conduct a more detailed investigation of strategies as to how/whether EPSCA can/should be terminated, modified, or left as a stand-alone agency.

Step 4: Recommended Timeline and Scope: Based on the results of Steps 1 - 4, agree upon and confirm with each continuing Participant the recommended timeline and agency scope of services.

One the timeline and scope is confirmed, other phases of work can occur and outreach to other potential participants can be made. One very general approach to project phasing approach is suggested below. Note that at each phase, participants could choose to opt-in or out. This approach can be adjusted to accommodate either a short or long-term timeline.

Phase I:

o **Development of general governance principles, operating principles, decision-making criteria**. A multi-jurisdictional leadership group should be established to over see this initial effort. This work should inform all other work program components.

o **Facility commitment**: Will the location be Bellevue City Hall be acceptable in the long-term or will some other facility be seriously explored? Determination of this early on will add—or remove—a major work plan item.

Phase II:

o **Interlocal agency creation**. To fund and direct the agency start-up, hire project and communications management staff, this should be an early effort following Phase I.

▪ **Project Management staff.** Full time project management staffing will be necessary. Ideally, project management staff would be hired by and report to the joint agency board.

▪ **Dispatch Management staffing decisions.** There is value to having the person who will manage the completed center involved in the start-up and implementation. This person should be hired by the joint agency board.

o **Labor transition plan and collaboration**: Engage union leadership and employees on their concerns and ideas about transition to build collaborative relationship in support of the project. Implement policies to retain needed staff, transition to new staffing arrangements, and address union concerns..

- **Business plan development, alignment of operating practices:** A high level team of police and fire personnel from participating jurisdictions need to develop proposed aligned business practices. They must have authority to make decisions in order to keep this process on track (learn from E-Gov Alliance experience).

- **Facilities search/planning** (if required)

Phase III:

- Conduct **technical studies** to determine workload and staffing requirements, facility requirements based on business plan.

- **Technology migration plan**: based on business plan. Include consideration of necessary linkages to individual Emergency Operating Centers.

- **Facilities plan**: finalized based on Phase II work and Technical studies

- Development of individual jurisdiction plans for **services left behind** after new system is started.

- Conclude labor negotiations to finalize staff transition plan.

- **Detailed budget development**, **allocation of cost models**

- Development of **subscriber agreements** (if incorporated into governance structure)

- **Solicitation of additional members, subscribers**

- **Final opt-in/opt-out point** for initial members

Phase IV:

- **Bidding** of equipment and technology systems

- **System selection and purchase**

- Build-out/ testing of new/expanded facility

- Move-in to operational facility

This general schedule should be refined after the timing and scope decisions are made.

Conclusion

There are many compelling reasons to pursue regionalized dispatch of police/fire and aid services. The project is extremely complex in terms of political, managerial, technical and operational challenges. Continued leadership from city managers and strong support from police chiefs and fire chiefs are critical ingredients to success, as is a willingness of the many jurisdictions to work to align business practices to the extent possible and to adequately staff and resource the project.

TABLE 1: Current Service and Contracting Arrangements for Eastside Public Safety Functions, June 2004

City/Fire District[1]	Police Department	Fire Department	Marine Patrol[2]	Medic 1 Operator serving this jurisdiction[3]	Dispatch Center Operator?	Dispatch Clients	800 MHz: EPSCA[4] member, client or other?	Dispatch Radio maintenance and operating platform by Bellevue
Mercer Island	X	X	X Provides contract service to Renton Medina Hunts Point Yarrow Point	Bellevue	Yes (police/fire) Advanced Life Support (ALS) calls dispatched by Bellevue	None (except as may dispatch marine patrol)	EPSCA Member	X
Kirkland	X	X (also serves territory covered by Fire District #41)	Purchases service from King County	Bellevue	Yes (police) Fire and ALS calls dispatched by Bellevue	Medina (and Hunts Point via Medina contract)	EPSCA Member	X
Bellevue	X	X (also serves cities of Hunts Point, Yarrow Point, Medina, Clyde Hill, Beaux Arts, Newcastle and FD #14 and FD #25)	Purchases service from King County	Bellevue	Yes (police, fire and ALS calls)	Police Dispatch for: Bellevue Clyde Hill/Yarrow Point Fire and Aid Dispatch for: *Bellevue *Kirkland Fire Dept Shoreline Fire District Northshore Fire District Bothell Fire Dept Woodinville Fire District Duvall Fire District Skykomish Fire District Fall City Fire District *Snoqualmie Fire Dept.	EPSCA Member	X (Provider) Serving:[6] Bellevue Kirkland PD Issaquah PD Bothell PD Mercer Island PD (Redmond Police contract under development)

City/Fire District	Police Department	Fire Department	Marine Patrol	Medic 1 Unit operator	Dispatch Center Operator	Snoqualmie Pass Fire District *Redmond Fire Dept. Eastside Fire and Rescue[5] Dispatch Clients	EPSCA member/ Client	Radio Console Maintenance and platform by Bellevue
Clyde Hill	X	Bellevue Fire contract	None	Bellevue	No: All dispatch by Bellevue		EPSCA Client	
Medina	X	Bellevue	Purchases service from Mercer Island	Bellevue	No: police dispatch from Kirkland; Fire/Aid from Bellevue		EPSCA Client	
Woodinville Fire District	N/A	X		Redmond	Fire/ALS dispatch by Bellevue		EPSCA Client	
City of Redmond	X	X (also serves Fire District #34)	Purchases services from King County	Redmond	Yes (police) Fire and ALS dispatched by Bellevue	City of Duvall Police	ESPCA Member	Pending
City of Issaquah	X	X (member of Eastside Fire and Rescue)		Bellevue	Yes (police) Fire and ALS dispatched by Bellevue	City of Snoqualmie Police	EPSCA Member	X
City of Bothell	X	X (also serves Snohomish Fire District #10)		Shoreline Fire District	Yes (police) Fire and ALS dispatched by Bellevue	City of Lake Forest Park Police	EPSCA Client	X
City of Duvall	X	Duvall Fire District (#45)		Redmond	Fire and ALS dispatched by Bellevue		Not in EPSCA service territory: KC	
City of Woodinville	KC contract	Woodinville Fire District		Redmond	Police: KC dispatch Fire and ALS dispatched by Bellevue		EPSCA Client	
City of Shoreline	KC contract	Shoreline		Shoreline	Police: KC dispatch		EPSCA Client	

City/Fire District	Police Department	Fire Department	Marine Patrol	Medic 1 Unit operator	Dispatch Center Operator	Dispatch Clients	EPSCA member/Client	Radio Console
City of Lake Forest Park	X	Shoreline Fire District (#4,5)	Purchase services from King County	Shoreline Fire Distr.	Police: Bothell Police; Fire and ALS dispatched by Bellevue		EPSCA Client	Maintenance and platform by Bellevue
City of Carnation	KC contract	Eastside Fire and Rescue		Redmond	Police: KC dispatch; Fire and ALS dispatched by Bellevue		Not in EPSCA service territory	
City of Kenmore	KC contract	Northshore Fire District (#16)	Purchases from King County	Shoreline Fire Dist.	Police: KC dispatch; Fire and ALS dispatched by Bellevue		EPCSA Client	
City of Sammamish	KC contract	Eastside Fire and Rescue	Purchases from King County	Redmond	Police: KC dispatch; Fire and ALS dispatched by Bellevue		Not in EPSCA service territory	
City of Newcastle	KC contract	Bellevue		Bellevue	Police: KC dispatch; Fire and ALS dispatched by Bellevue		EPSCA Client	
City of Skykomish	KC contract	Skykomish Fire District (#50)		Sno-homish County and Redmond	Police: KC dispatch; Fire and ALS dispatched by Bellevue		Not in EPSCA service territory	
Town of Beaux Arts	KC contract	Bellevue	Purchases from King County	Bellevue	Police: KC dispatch; Fire and ALS dispatched by Bellevue		Not an EPSCA User (but is in service territory)	
City of North Bend	KC contract	Eastside Fire & Rescue		Bellevue	Police: KC dispatch; Fire and ALS		Not an EPSCA User (but is in service	

City/Fire District	Police Department	Fire Department	Marine Patrol	Medic 1 Unit operator	Dispatch Center Operator	Dispatch Clients	(EPSCA member/Client territory)	Radio Console Maintenance and platform by Bellevue
City of Snoqualmie	X	X		Bellevue	Police: Issaquah dispatch; Fire and ALS dispatched by Bellevue		Not in EPSCA service territory	
Shoreline Fire District (#4,5)	N/A			Shoreline F.D.	Bellevue		EPSCA client	
Northshore Fire District (#16)	N/A				Bellevue		EPSCA client	
Fall City Fire District (#27)	N/A			Bellevue	Bellevue		Not in EPSCA service territory	
Duvall Fire District (#45)	N/A			Redmond	Bellevue		Not in EPSCA service territory	
Snoqualmie Pass Fire District (#51)	N/A			Bellevue	Bellevue		EPSCA client	
Skykomish Fire District (#50)	N/A			Snhomish County / Redmond	Bellevue		Not in EPSCA service territory	
Snoqualmie Pass Fire District	N/A			Bellevue	Bellevue			
Eastside Fire and Rescue	N/A			Bellevue	Bellevue			

[1] All jurisdictions listed are in "Zone 1" for fire service in King County, therefore are all beneficiaries of the same mutual aid agreement for fire response. All unincorporated areas receive police service from King County sheriff, which also dispatches this service. All jurisdictions with police and fire operations contract with King County for EMS-911 funding, the County in exchange requires certain operational standards be met.

[2] Marine Patrol is dispatched by owner/operators, either Mercer Island or King County.

[3] All Medic 1 units operated by Bellevue, Shoreline Fire District and City of Redmond are dispatched by City of Bellevue.

[4] Eastside Public Safety Communications Agency service territory covers all of North and East King County, roughly to the East shore of Lake Sammamish, and South to include Issaquah and Newcastle. Areas further East and North are in the King County 800MHz service territory. Some jurisdictions within EPSCA territory do not have 800 MHz radios or contracts with EPSCA, for example, the Town of Beaux Arts. Some special purpose districts in the territory (fire and school districts) are EPSCA clients but are not listed here.

[5] Interlocal agency composed of Fire Districts 10, 38 and the cities of Issaquah, Sammamish, Carnation and Northbend: provides for joint funding in support of multiple fire service operations.

[6] Other EPSCA clients that are not cities or fire districts are not listed on this Table 1.

TABLE 2: DISPATCH and POLICE RECORDS CENTER COMPARISON: Kirkland, Mercer Island and Bellevue

Functions and Services Provided

Kirkland	Mercer Island	Bellevue
**Generally:** Operation dispatches police calls. 911 Fire/ Advanced Life Support and Basic Life Support calls manually transferred to Bellevue for dispatch.	_**Generally:**_ Operation handles both police & fire calls.	_**Generally:**_ Communications Division handles police, fire and emergency medical service (EMS) calls.
Staff divide duties between call intake and dispatch, not performing both at the same time.	Advanced Life Support (ALS) calls manually transferred to Bellevue for dispatch.	Dispatchers are cross-trained but operate in separate units for police and fire; call intake staff in separate unit. Division has own training staff.
Police Department function.	Dispatchers work both police and fire simultaneously, and handle call intake as well.	Part of police department.
Many Records Management System (RMS) functions performed, as adjunct to the services of the separate RMS division (also part of police dept): no exclusive RMS duties except after-hours items.	Police Department function.	RMS function is separate from dispatch. Dispatch only handles emergent records requests (names, plates.)
Mobile Data Computers (MDCs) in use, as is CAD/RMS with new system being implemented by Summer 2004.	Function also handles _all RMS_, public window, security cameras, many non-emergency requests from public	City also staffs EPSCA which performs 800 MHz monitoring (of all emergency button use on 800 MHz radios w/in EPSCA) and maintenance of the 800 MHz radio system.
	No MDCs, No CAD.	MDCs first phase implementation underway; CAD/RMS system in place.

911 Call intake and Radio Dispatch of police calls	911 Call intake and Radio Dispatch of police, fire calls	911 Call intake and Radio Dispatch of police, fire and EMS calls
Radio system maintained, supported by Bellevue	Radio system maintained, supported by Bellevue	Radio system maintained, supported by Bellevue
Fire/aid calls transferred to Bellevue for dispatch	Aid calls transferred to Bellevue for dispatch	Primary call dispatcher for police to Bellevue, Clyde Hill, Yarrow Point. Primary call dispatch for Bellevue Fire
Primary call dispatcher for police to Kirkland, Medina, Hunts Point		Secondary dispatch for multiple fire departments from Shoreline to the mountain passes, south to Issaquah (see Table 1)
Dispatch recordings kept on file 90 days and copies provided to prosecutor, others upon request	Dispatch recordings kept on file 90 days.	Dispatch recordings kept on file permanently and copies provided to prosecutor, others upon request
After hours emergency dispatch for other in-city functions • Performs these same after hours functions for Medina	After hours emergency dispatch for other in-city functions	After hours emergency dispatch for other in-city functions

Records Management: primarily handled by separate records division of police department—except as noted below • Records function operates 8-5, Mon-Fri.	**Records Management** *fully integrated into dispatch function* • Data entry into all records Case report and citation entry into Records Management System (RMS) • Records validations • Transcript handwritten reports from police and enter into system	**Records Management** not performed in this function: • the sole records function performed by the communications center is to receive and run names and plates and send that data out to police officers (emergent ACCESS inquiries) • Cities separate records function operates 24-7 (see below for detail on its functions)
COURT ORDER PROCESSING • Anti-Harassment Orders • Domestic Violence Order for Protection • Restraining Order • No Contact Order • Civil Papers (Medina processes its own court orders) (**Dispatch solely responsible** for this service—not Records)	All performed by Dispatch	None: this function is performed by Records function
WARRANTS • Incoming, processing • Confirming, sending • Serving • Canceling, returning (**Dispatch solely responsible** for this service—not Records.)	All performed by Dispatch	None: performed by Records.

ACCEPT BAIL • Collect bail and process associated paperwork (dual responsibility w/Records)	" None: performed by Records
PAWNS • Incoming, processing, run ACCESS, enter RMS and Enter ACCESS (**dispatch solely responsible** for this service—not records)	" None: performed by Records
ACCESS INQUIRIES: • Vehicle Inquiries • Snowmobile Inquiries • Aircraft Inquiries • Boat Inquiries • HazMat Inquiries • Person Inquiries • NLETS Immigration and Naturalization Services • Gun/Article/Securities Inquiries • NICS Inquiries • Criminal History – WASIS/NCIC III • Criminal History – NLETS (**Dispatch performs this service at all times** in support of officers in the field; Records may also make ACCESS inquiries)	" Currently very limited: *only provided on "in progress" basis.* Records handles all other ACCESS inquiries. In the new city hall communications center, Dispatch will expand its records roll to *include all ACCESS inquiries* for police functions (MDC terminals will allow police officers to do much of this in the field.)

ACCESS ENTRIES:	All performed by Dispatch	Records provides this service
• Vehicle File* • License File • Parts File • Wanted Person File* • Missing Person File* • Protection Order File* • Person of Interest File • Unidentified Person File • Article File • Gun File* • Boat File • Securities File • Canadian Interface – Vehicle/Person Inquiries • Canadian Interface – Article • Canadian Interface – Boat/Gun • Canadian Interface – Securities (***emergent issues handled at all times by Dispatch; other items are handled by Dispatch only after hours**—Records has responsibility for these other items during normal office hours)		

ACCESS LOCATES • Vehicle File* • License File • Parts File • Wanted Person File* • Missing Person File* • Protection Order File* • Person of Interest File • Unidentified Person File • Article File • Gun File • Boat File • Securities File (***emergent issues handled at all times by Dispatch; other items are handled by Dispatch only after hours**—Records has responsibility for these other items during normal office hours)	"	Records provides this service
ACCESS Teletypes (**Dispatch responsible at all times**; Records may also perform from time to time)	All performed by Dispatch	Records provides this service
ACCESS Validations (not performed for Medina) (**Dispatch responsible at all times**; Records does not perform this function)	"	"
ACCESS Hit Confirmations (handled after hours for Medina) (**Dispatch responsible at all times**: Records does not perform this function)	"	"

Private Impounds (**Dispatch responsible at all times;** Records may also perform from time to time)	"	
Report writing • Recovered Stolen Vehicle • Returned Missing Persons • Adding Stolen Property • Witness Statement • Found Property Mail Out Reports (not handled for Medina) (Majority of report writing is handled by dispatch; a few reports are done by Records)	"	Records and police officers provide this service.

Additional functions performed by **Records Division** (24-7 operation):

- Booking/6-hour holding facility book of arrest log
- Daily recap for police and press of reported crimes
- Case report process, dissemination, records checks, expungements
- Criminal citations, non-criminal infractions and parking tickets: data entry, forward to court, prepare summons for prosecutor, order DOL documents, stock and issue ticket books for/to police
- Clearance letters for citizens
- Firearms permits processing (including fingerprints, background checks)
- Handgun purchase applications processed, NICS log maintained, etc.
- Front Counter services
- Non-emergency business calls
- Booking and holding cell security camera monitoring: 14 camera views internal/external of holding facilities, monitored 24-7

Additonal functions performed by **Records Division** not noted above:

- Front counter services for police department (7 am to 5 pm, M-F)
- Backup staff for dispatch on call intake if necessary
- Employment and criminal background checks
- Report entry and validation, including field interview card entry, officer accident report entry
- Clearance letters for residents
- Process report/info requests from public, attorneys, insurance
- Firearms permits processing, including fingerprints, background checks--for concealed pistols, alien firearms licenses, pistol transfer applications, gun deal license applications
- Accept bail.
- Prepare criminal citations, case reports for municipal court and prosecutor.
- "Watch your car" program
- Enter emergency contact information into RMS

Matron Duties when female officer unavailable	Matron Duties when female officer unavailable	
Security camera monitoring, court panic button, etc., remote door control, alarms monitoring in city hall, municipal court; remote control of sallyport gate	Security camera monitoring for sally port booking room and holding cells; remote control of sallyport gate	Security Camera monitoring only performed for access to the dispatch center facility (now located in FS 3).
Business lines, other miscellaneous emergency lines	Front counter service (general public), miscellaneous non-emergency paperwork requests	After hours emergency lines, alarms handled for other in city functions.

Business lines answered after hours and weekends by dispatchers; Records handles these calls during regular work hours. |
| OTHER MISCELLANEOUS DUTIES AND FUNCTIONS | | |

• After hours police department public window staffing	• Fingerprinting • Alarm response entries • Type fingerprint cards for arrested subjects • Photocopy case reports for admin/patrol • Fingerprint citizens • Process and distribute Police Dept. mail • Handle miscellaneous customer service requests at main lobby window	• Dispatches to in-city non-police/fire functions *on request.* • Provides recruitment for new dispatchers (and some background checking on applicants) • **Reverse 911 calling** system for Bellevue (will be expanded to other customers) • **911- back up service provided** for Redmond, Kirkland, Mercer Island, Bothell, Issaquah (and WSP, pending): if 911 system at these other centers goes down, then the calls are routed to Bellevue and answered.
OPERATIONAL NOTES		
Kirkland pursuing **police department accreditation**		**Communications Center Accreditation effort** underway: goal is to become one of 3 nationally accredited communications centers in the state (APCO/CALEA accreditation). 1 FTE needed for this; ¾ FTE needed to maintain accreditation thereafter.

Staffing Comparisons

	Kirkland	Mercer Island	Bellevue
Number of dispatchers	13	7	38.5 *plus* 3 lead dispatch staff
Other staff in dispatch unit	1 supervisor 2 leads	(includes RMS operation) 1 clerk .5 evidence clerk 1 supervisor	1 communications manager** 1 assistant communications manager 5 shift supervisors 1 geotech staff 1 data analyst 1 training supervisor 1 800MHz system technician* 1 sr. accounting associate* *funded 100% by EPSCA **funded 60% by EPSCA
Union of dispatch staff	Kirkland Police Guild	Mercer Island Police Guild	Teamsters
Benefits package: MEBT?	yes	No	yes
Annual Hrs of training	40 hrs/year; 14 weeks up front	40 hrs/year/dispatcher (approximate)	8-16 hours/year/all employees
Dispatch staff rotations	8-hour shifts	8-hour shifts	10 hour shifts, but because of staffing shortage, typically work 4-12s

Salary ranges for **dispatch, dispatch supervisor**	7 STEP increases:	5 Initial STEP increases, followed by longevity pay:	Three pay ranges:*
	A $35,124 (0-6 Mo.) B $39,804 (7-12Mo) C $40,956 (13-24 mo.) D $42,024 (25-36 Mo.) E $43,644 (37-60 mo.) F $44,940 (61-84 mo.) G $46,284 (85 mo.+) Longevity bonuses available thereafter, of up to 4.5% (details?)	A $35,942 (starting) B $36,626 (6 Mo) C $41,309 (18 Mo) D $43,992 (30 Mo) E $46,675 (42 Mo) Thereafter, raises are based on longevity (annual add to STEP E): 5 yrs – 2% $47,611 8 yrs -- 3.5% $48,298 11 yrs – 5% $49,005 15 yrs – 6.5% $49,712 17 yrs – 8% $50,398 20 yrs – 10% $51,334	Min: $33,000 Mid: $39,276 Max: $45,564 *new contract out for ratification will increase these ranges approx. 2% No longevity pay.
	Supervisor paid 32-27% more than line dispatch w/ same longevity (separate step series)	Supervisors get dispatch rate plus 15%	Supervisor: Min: $51,600 Mid: $61,392 Max: $71,184

Number of staff in Records Function – *separate from Dispatch*; hours of operation	4 police administrative records clerks plus 1 supervisor (excludes some departmental admin.) **7-5 operation, M - F.**	--0--- Dispatch staff perform all records functions, **24-7 operation**	32 staff total (including 1 supervisor; excludes some departmental admin.) **24-7 operation**

Call Load, 911 Performance Statistics

	Kirkland	Mercer Island	Bellevue
Call Load	**911 calls** (a) 2002: 18,776 2003: 19,820 **Total calls for service (CAD events)** (c): 2002: 32,401 2003: 33,622 **Total business line calls handled:** 2002 (est.): 91,080 (a) land line and cell 911 calls, as reported by King County E-911 system (b) includes 911, "ring-down lines for ambulance, and 7-digit calls (c) CAD events are not calculated in same way by the dispatch centers	**911 calls** (a) 2002: 5,917 2003: 5,791 **Total calls for service**—both radio initiated and officer initiated (roughly equivalent to CAD Events) (c): 2002: 16,523 2003: 15,046 **Total business line calls handled:** Information not available.	**911 Calls** (a) 2002: 105,948 2003: 122,454 **Total calls for service** (b) 2002: 201,741 2003: 219,877 **CAD events** (c) : 2002: 117,772 2003: 120,173 (est.) **Total business line calls handled:** data unavailable; most calls handled by Records Division

Percentage of 911 calls answered in less than 10 seconds	2002: (not provided) 2003: 89.1%	2002: 95.8% 2003: 96.8%	2002: 97% 2003: 97%

Table 3:
DISPATCH AND RECORDS TECHNOLOGY AND FACILITIES COMPARISON

Technology

	Kirkland	Mercer Island	Bellevue
	Generally: With new RMS/CAD system installed this summer, will have "state of art" technology w/expected life span of 10 years.	***Generally***: Outdated technology, no CAD system, no MDCs.	***Generally***: New city hall system will be state of art. 5-7 year life span for the technology. MDCs coming on line this year.
Radios & dispatch consoles	Motorola Centracom Gold Series II, CRT Radio System. System supported, maintained by Bellevue	Same	Bellevue provides all radio console service for the three Cities. All electronics supporting the consoles are located at Bellevue CommCenter
800 MHz	Provided, maintained by ESPCA	Same	Same
CAD	Current: Cyrun Systems. New (Spring '04): New World (integrated CAD/RMS system)	Hand-written per incident card files (No CAD system)	Current: Tritech Visicad, v.4.1 Service pack 6. New (January '06): same
Call recording equipment	Mercom Audiolog Digital Communications Recording System (*wiped every 90 days*)	Dictaphone Freedom (purchased 2004) (*tape files wiped every 90 days*)	System: Dictaphone Freedom. *Tape Files kept permanently*

MDCs	System: Palomar mobile computers; PacketCluster mobile connectivity software *Operating protocol:* Will have ability to network for data processing with city network, be used for report writing, internet queries, etc. Will allow downloads from internet, etc. onto MDCs.	--	System: Aether Packet Cluster and Aether Packet Writer *Operating protocol:* Will **not** be set up to be used as data processing terminals linked to city network. Will be set up for report writing. Will not allow operating manual or other downloads onto MDCs by users.
911	Positron Power 911 • Intelligent answering point (IAP) • Database reversal (DBR)	Same	Same
Phone system (other)	Meridian		Meridian, Option 61, ACD
Records	Current: Alliance RMS / Windows NT system New: New World integrated CAD/RMS system	VisionAIR RMS (PC based)	Northrup Grumman/ MASI Info System. Windows 2000
"ACCESS"	WSP ACCESS System WebMSS Regional system also in place	Same	Same

Reverse 911	Not available	System: R911	Not available

Facilities

	KIRKLAND	MERCER ISLAND	BELLEVUE
Location	First floor of city hall	City Hall (physically adjacent to Police Department)	Basement of Fire Station 3; moving A1 of 206 to new city hall, 7th floor
Square Footage	700 sq. feet	Approx 1,300 sq. feet	Current: 7,500 sq. ft. *New City Hall::* approx. 14,000 sq. ft.
Co-located activities	After hours public window; police computer network/ equipment room	Police Department mail center (mailboxes, fax and copy machine); Uniform Power Supply machines; Records Management System; Police dept. public window	EPSCA staff, technician and accounting *New City Hall:* will also be co-located on same floor with transportation traffic control.
Does current facility meet City's desired seismic and other security requirements?	Facility remodeled 12/02; meets seismic and security requirements	**No.** 1940s construction; has not been seismically upgraded. Security features are ok (bullet proof glass, reinforced wall)	Current: yes *New City Hall:* yes

		Pending 2004 budget decisions.	
Plans to replace, remodel or enlarge facility, and timing.	Square footage can accommodate both Mercer Island contract and annexation of Finn Hill, but new position would need to be equipped if both these occurred (rough estimate of equipment cost: $250K). A space study for the city has been completed which indicates the need for a new communications center. Whether/when this center is built depends on annexation activity.		Current: none. *New City Hall:* Unclear whether space in new city hall will accommodate a fully regionalized model center. New center will meet National Fire Protection Association standards.
Number of dispatch stations/consoles	2 dispatch consoles	1 console w/2 dispatch stations (staff perform both call taking and dispatch from these positions)	4: 1 for police; 3 for fire *In new facility:*
Number of call intake positions	3 call intake positions	No separation of function; see above.	3 positions (in one pod) *In new facility:*

Number of supervisor positions equipped.	1		1
Capacity to dispatch?	yes	--	yes
Capacity to take calls?	yes	--	yes
Number of radio talk groups	Police: 7	Fire: 3 Police: 3	Fire: 9 Police: 1; additional available if needed
# of 911 lines	5	4	8
# of business lines	4	5	1 (media calls only)
Number/type other phone lines handled (*excluding business lines*)	2 non-published police only lines; 1 in-city emergency line	2 non-published lines	Internal customer lines; 7-digit emergency line; after-hours and on-weekend calls to Records and Utilities (forwarded to Dispatch)
Capacity for additional call responsibility under current set-up?	Could add police calls serving population equivalent of either Mercer Island or the Finn Hill annexation area – but not both.	At capacity.	**None** under current set-up, although could add Mercer Island Fire calls since already handle Mercer Island EMS calls. *In new facility:* Capacity will depend on staffing. There will be floor space sufficient for 21 equipped positions. Initially, the space will be built out with equipment for 15-18 positions.

Notes:
Inadequate training space in current facility and likely to be a tight fit in new facilities.

Will use existing center as a back-up system, including back-up CAD system. |

Detail on Dispatch/Records Equipment used in Kirkland, Mercer Island and Bellevue

All information in this appendix was prepared by city staff.

Part 1:

City of Kirkland Communications Center Equipment

There is a wide variety of equipment in the Communications Center. To operate effectively, each Communications Technician must be able to operate all of the equipment correctly and without hesitation. Each piece of equipment in the Center will be listed below with a brief explanation. Detailed operating procedures are available in the Center.

CURRENT COMPUTER-AIDED DISPATCH SYSTEM

**2 dispatch consoles
3 call receiver positions
one supervisor station
laser printer**

The Computer-Aided Dispatch (CAD) system is made up of two dispatch consoles (with two monitors apiece), three call receiver positions (with one monitor apiece) and one supervisor's station (with two monitors). In addition, there is one laser printer hooked to the system that is an on-demand printer.

Our CAD system is by Cyrun Systems, based out of California. Other administrative CAD terminals are hooked to the system and are kept in one of two equipment rooms around the Communications Center. **The CAD system is fully integrated with both the Records Management System and the mobile vehicle computers.**

NEW CAD/RMS SYSTEM to be installed Spring 2004

NewWorld Systems' Aegis product is a Microsoft based product that runs on the Windows platform: Windows 2000 (or 2003) Server for the servers, and Windows 2000 (or XP) for the clients. CAD, Records, Corrections, and NCIC are component modules of a complete, integrated system, accessing a central database. All the applications can be installed on a client computer; access depends on user security. Kirkland will install the CAD module on all the computers in the comm center, along with Records, Corrections, and NCIC. The rest of the computers in the Police Department will get the Records and NCIC modules, and some will get a Corrections module as well. All Police Department computers will receive installation of some module(s) of the new software.

The computers connect to an applications server that runs the NewWorld application. The applications server in turn connects to the database server. A redundancy server that will take over if one or both of the main servers fail (N-tier application). A single database contains all records used by and created by all of the modules.

Field reporting and the mobile connectivity run on separate servers. The clients (which can be true wireless mobiles or LAN-connected machines configured as mobiles) connect via a message switch (an RS6000 box running message handling software). Depending on what the client requests, the message switch routes the request to various different processes on the switch. Some messages get sent to CAD, some get sent to WACIC, and some get sent to the field reporting server (known as Mobile Management Server). These applications route replies back the client via the switch as well. Reports written in the field are stored locally on the mobiles and are uploaded to the server when complete. There is no database; the files are .XML files which get merged into the main Aegis system with a merge utility.

POSITRON POWER 911 SYSTEM

5 911 lines
4 business lines
2 non-published police lines
1 business emergency line
printer

Positron Power 911 is a computer telephony device that controls all the incoming telephone lines to the Communications Center. The Positron System has five 9-1-1 lines, four business lines, two non-published police-only lines, and one business emergency line. These telephone lines are controlled by a microprocessor called the Intelligent Answering Point (IAP), which allows for the answering, call queuing, TTY, multi-line handling, single button transfers, instant playbacks and speed dialing of calls, as well as transferring calls elsewhere in the system. This system also has the capability of reversing telephone numbers to determine an address associated with that number. This process is called Database Reversal (DBR). There is also a printer associated with this system which prints out a record of each 9-1-1 call. This printer is in the Equipment Room.

MOTOROLA CENTRACOM GOLD SERIES II, CRT RADIO SYSTEM

This piece of equipment is the heart of the communications system. It is a radio console, which is broken down into four basic components: a mouse, CRT display, main body, and control unit. These components allow the Communications Technician to select talk groups, activate functions, transmit on the radio, and patch talk groups together.

MERCOM AUDIOLOG DIGITAL COMMUNICATIONS RECORDING SYSTEM

This system is a PC-based, sixteen channel, modular digital logging system which records all radio talk groups and telephone lines in the Communications Center twenty-four hours-per-day. All recording is done on DVD disks with hard-drive and server back ups. An instant playback module is installed on each Communications Center PC, allowing all Communications personnel to playback phone and radio traffic. Only authorized personnel may gain access to the machine, which is located in a small equipment room on the southwest corner of the Communications Center. The recorder machine is also secured by password restrictions, while Communications Technicians can playback and e-mail wav files, they cannot access the administrative functions of the system. All files, once saved, are encrypted assuring that those not authorized to listen to wav files are prevented from doing so.

ACCESS TERMINAL AND PRINTER

The Washington State Patrol, in accordance with state law, provides all law enforcement agencies with a computerized network system for accessing information from various agencies and state departments, and teletype or point-to-point messaging capabilities to all state, local, and federal agencies throughout the United States. This system is called *A Central Computer Enforcement Service System*, or ACCESS. The online version of ACCESS that is being used is called WebMSS.

There are currently five terminals located in the Police Department –two in dispatch, on the radio positions, 2 positions in Records and 1 position in the Investigations Unit. All terminals are restricted to use by authorized personnel only and the information retrieved from the terminals can not be released to anyone other than Department employees or other law enforcement agencies.

Instructions for use of ACCESS and its related subsystems are provided in the various system manuals located in the Communications Center. All users shall conform to all rules, regulations, and laws governing ACCESS.

Current ACCESS policy requires users to be certified on use of the system after six months of employment. All dispatchers will attend the Level II certification class. Following certification, Dispatchers are required to keep their certifications current by passing the re-certification test, which is given every two years.

It is mandatory that the ACCESS printer be checked on a regular basis as officer safety information, teletypes, and information on crimes just occurred are received regularly.

RECORDS MANAGEMENT SYSTEM

The local records management system is a fully integrated Windows NT platform operating system. The system is integrated with both the Communications Center Computer-Aided Dispatch system and the mobile vehicle computers.

TELEPHONIC DEAF DEVICE (TTY)

Our telephonic deaf devices are integrated with the Positron Power 911. This equipment allows us to communicate with deaf or hearing-impaired callers. Each position in the Communications center is equipped with its own TTY machine.

MOBILE DATA TERMINALS

Part 2:

Mercer Island Department of Public Safety Dispatch/Records Equipment

CAD: None

Radio: Motorola (Same as Kirkland and Bellevue)

Phone system: Power E 911 (Same as Kirkland and Bellevue)

Records Management: Visions

Phone Recording Equipment: Dictaphone Series 9800

Security Cameras: Two screens for monitoring and cameras placed in City Hall, booking room, parking lot.

Part 3:

City of Bellevue Dispatch/Records Functions Equipment

CAD: Tritech VisiCad is a Windows based computer aided dispatch system which includes mapping. Tritech is not a single-provider system, but utilizes integration for ancillary systems such as E911, alpha numeric paging, bi-directional downloads, and soon MDC and AVL.

Radio: Motorola (Same as Kirkland and Mercer Island)

Phone system: Power E 911 (Same as Kirkland and Mercer Island)

Records Management: Northrup Grumman/ MASI Info System. Windows 2000

Phone Recording Equipment: Dictaphone Freedom

MDC: Aether Packet Cluster Patrol, Packet Cluster Rescue. The MDC system will allow officers and fire personnel to respond and status on calls from the field. It will also provide officers with the tools necessary to run queries through the ACESS, WACIC and NCIC database systems.

Table 4:
Governance Comparisons: EPSCA, ValleyCom, ARCH, SNOPAC

	EPSCA[6]	ARCH[6]	ValleyCom[6]	SNOPAC[6]
Type of Entity	Separate legal entity per RCW 39.34.030	Interlocal agency ; not a separate legal entity.	Separate legal entity per RCW 39.34.030	Separate legal entity per RCW 39.34.030
Year started	1992	1992	1976	1973
Function	Develop, own, operate and manage a radio communications system – (800MHz) "The Agency may own, operate and/or lease radio and/or dispatch facilities under contracts with Principals and subscribers."	Provide recom-mendations to members regarding the allocation of public funding for affordable housing; report on the geographic distribution of housing funds; provide recommendations regarding housing policies; assist in developing strategies and programs to implement affordable housing goals; provide technical assistance; etc.	Police, fire, EMS dispatch; emergent records checks. "emergency service communications and all related incidental functions for communicating and dispatching services between the public and the participating cities' public safety departments in the furtherance of improved public safety and emergency response."	Police, Fire, EMS Dispatch; emergent records checks. "SNOPAC shall provide police, fire, and emergency medical services support communications to the signatories of this agreement. SNOPAC shall provide these services by radio or telephone and shall provide its own radio transmitters and telephone equipment"
Principals/Owners	Cities of Bellevue, Kirkland, Redmond, Mercer Island, Issaquah (added later)	Fifteen cities and King County	Cities of Auburn, Kent, Renton, Tukwila, Federal Way (added in 2000) "Member cities"	See **Endnote.**

Subscribers?	Yes	No	Yes	Yes; Only non-members receiving service are the local courts and the County's Narcotics Task Force (free access).
Governance Board • Composition	**Executive Board** *5 members* Chief Executive Officer (thus, City Manager, or in a strong mayor city, the Mayor) of each principal. Alternates allowed	**Executive Board** *Currently, 13 members:* Chief Executive Officer of each member agency except that there are 2 seats to represent all members with a population less than 5,000 (selected by process developed by those 5 cities). Alternates allowed.	**Administrative Board** *5 members:* Mayor or designee of the 5 Member cities. Alternates allowed.	**Board of Directors** *7 members:* -County Executive -County Sheriff -Everett police chief -Everett fire chief -1 member of the Fire and Emergency Medical Services Technical Advisory Committee, other than the Everett Fire Chief, selected by the FEMSTAC. -1 member of the Police Technical Advisory Committee other than the Everett Police Chief, elected by members of the PTAC. -1 citizen at large, selected by the other Board members. Alternates allowed.

Voting	Weighted based on number of radios used by each principal. Recalculated annually. In practice actions taken by consensus Actions require approval of 70% of weighted vote of those present, but "must include affirmative vote of at least all but one of the then remaining initial four (4) Principals."	No description in interlocal; equal weight.	Equal votes for each member of Administrative Board	Equal votes for each member. No supermajority requirements noted;
Powers	Review and approve budget expenditures; recommend actions to city councils; adopt policies; enter into contracts, establish rates; incur debt; accept loans; decide what services to offer; vote to accept new Principals; Vote to accept Subscribers.	Develop budget and work program; adopt operating procedures; oversee the activities of the Program Manager; enter into contracts for personnel and services (including accounting, legal services, insurance,); authorize the Chair or Program Manager of ARCH to execute contracts	Very similar to EPSCA	Adopt bylaws establishing operating procedures and determine allocation of costs payable by all participating agencies. Determine which services shall be provided.

Subsidiary boards	Operations Committee: members are chief of police and fire chief of each Principal or their designee. Additional members may be selected by Executive Board and must include at least one representative from among subscribers. *Powers:* Recommends budget, polices, etc. to Exec Board. Voting weights of members equal.	Citizen Advisory Board of 12-15 members appointed by Executive Board *Powers:* provide advice and recommendation to the Executive Board on land and/or money resource allocation for affordable housing projects and to provide public relations and educational outreach services. No voting weights prescribed: equal	Operating Board: 2 members from each Member City (police and fire chief), plus 2 at large representatives, one for subscriber police agencies, and one for subscriber fire agencies. (At large representatives selected by vote of subscribing agencies) *Powers:* very similar to EPSCA's Operations Committee Equal votes for each member of Operating Board.	Two "Technical Advisory Boards" – one for police, and one for fire. Members have equal votes. PTAC: 7 members: the Sheriff; Everett Police Chief; and 5 other Chiefs. FEMSTAC: 7 members: the Everett Fire Chief of the City of Everett Fire Department and 6 administrative officers from other fire agencies. *Powers:* approve all dispatch operational procedures (matters with budget impact subject to Board approval)
Budget approval process	Presented by Chair of Operations Committee; Recommendation from Chair of Operations Committee to Executive Board; adoption requires action by Principals' legislative bodies representing 70% of the weighted votes.	Prepared by Executive Board, submitted to each legislative body of member; effective upon adoption by all such councils and final approval by Exec. Board. Additional dues and assessments allowed by unanimous vote of Board.	Presented by Administrator to Operations Committee, then to Administrative Board; adopted after action by each Member's Council and a subsequent public hearing by ValleyCom. (Unanimous)	Action of Board. No member ratification process noted.

Employees	None. All staff are on payroll of city of Bellevue and their costs are paid jointly by principals, subscribers. Bellevue provides all administrative/overhead services as well.	None. "ARCH shall be staffed with personnel provided by the Parties and/or independent contractors contracting directly with ARCH."	Yes. 110.5 FTE. Originally transferred from Member City dispatch functions. When Federal Way Fire joined in 2002, its dispatchers were given hiring preference for 1 year. ValleyCom is authorized to contract w/local governments as necessary for space for its operations, and for staff and auxiliary services including, but not limited to, records, payroll, accounting, purchasing and data processing. ValleyCom contracts with Kent for contract review legal services. Other services are provided internally or by private vendors. "No employees shall be commissioned members of any emergency service, but may be eligible for membership under the Public Employees Retirement System..."	Yes. 96 FTE.

Retained powers of Principals	Sec. 7 "Each Principal and Subscriber shall retain the responsibility and authority for its operational departments and…equipment and services…including, but not limited to radio, dispatching equipment and services. Interconnecting equipment and services will not be included in the Agency's budget and operational program, except as the Executive Board may determine."		Sec. 13. "Each Member City and each Subscribing Agency shall retain the responsibility and authority for its operational departments and for such equipment and services as are required at its place of operation to interconnect to ValleyCom's operations. Interconnecting equipment and services may be provided for ValleyCom's budget and operational program."	Sec. 4 "Nothing herein shall relieve the members from their responsibility to provide their own equipment for receiving communications from NOPAC and their own equipment for communication between their personnel."
Withdrawal by Principal	1 year notice required – entitled to reimbursement for capital contributions (but not if leaving in first 5 years of agreement); 6 months notice to convert to a subscriber.	1 year notice required.	Minimum 1 year notice required. Not entitled to reimbursement.	Requires written notice given at least 180 days prior to end of calendar year—effective at such point. Entitled to proportional share of assets (but not in first 5 years of agreement)

Termination of Agreement	By 80% weighted vote of principals.	At any time by majority vote of legislative bodies of members.	By vote of majority plus 1 of Member Cities, not less than 1 year following termination vote.	Agreement never terminates, unless (1) all participants agree or (2) either three or fewer agencies remain as participants or if more than three agencies remain as participants, such agencies remaining have less than fifty percent (50%) of the combined population of all agencies approving agreement.
Amendment	By written agreement of the legislative bodies of principals (unanimous)	By written agreement of the legislative bodies of members(unanimous)	No process defined (unanimous)	By vote of Executive Board upon 30 days prior written notice to all of proposal. (not unanimous) Funding formula changes require 180 days notice.
Insurance	Required "against loss or liability for actions of Exec Board, Operations Committee, Operations Manager, staff. All Principals Subscribers to be named additional insureds.	Joint and several liability of members noted; interlocal notes insurance to be sought; ARCH is insured by WCIA	No requirement in interlocal; ValleyCom is insured by Washington Cities Insurance Association (WCIA)	No requirements; SNOPAC is insured by WCIA.

Duration	10 years initially, plus unlimited 5 year extensions thereafter by agreement of Executive Board	10 years initially, plus unlimited 5-year extensions thereafter by agreement of majority of Executive Board	5 years initially, plus 5 year automatic extensions unless action taken to terminate.	None defined; see "Termination."
Cost allocations /subscriber cost basis	Fire and police calls are charged differently (fire more expensive).	Agency administrative costs paid based on population (except for County) Separate housing trust fund contributionis voluntary; funding targets set based on expected population, employment and housing unit growth for each jurisdiction Both types of funding (admin. and trust fund) can be through in-kind contributions)	Fire and police calls charged identically (but MDC download request not involving dispatch of a unit is charged at half the regular rate) "The allocation of prorated financial participation among local governments shall be the percentage of dispatched calls attributed to each jurisdiction compared to the total dispatched" Principals pay 6% overhead charge. Subscribers charged as per their agreements.	Rates based on four cost elements: (1)Fire calls, (2) Police calls –each charged differently based on actual cost of dispatch--plus allocation of (3) 911 call intake costs, and (4) administrative costs. Fire charged significantly higher than police.

Facilities	None owned; uses space in Bellevue Fire Station	None owned. Leases space (City of Bellevue is lessee).	New facility recently constructed; financing, bid practice, contracts to accomplish described in interlocal. Each Member paid 20% of costs, less grants. Interlocal specifies that facility constitutes a "special facility" under RCW 39.04.280 (1)(b), and all purchases of any kind or nature for the new ValleyCom Dispatch Center shall be exempt from competitive bidding requirements.	New facility recently constructed; owned by Everett, leased to SNOPAC.

Endnote: SNOPAC Members as of June 2004 include:

FIRE AGENCIES: Fire Protection District (FPD) #1; FPD #3; FPD #4; FPD #5; FPD #7; FPD #8; FPD #14; FPD #15; FPD #16; FPD #17FPD; #18; FPD #19; FPD #21; FPD #22; FPD #23; FPD #24; FPD #25; FPD #26; FPD #27; FPD #28; City of Arlington; Snohomish County Airport; City of Mukilteo; City of Stanwood; Stanwood Ambulance

POLICE AGENCIES: City of Arlington; Town of Darrington; City of Everett; City of Gold Bar – SCSO; City of Granite Falls; City of Lake Stevens; City of Monroe; City of Mukilteo; Snohomish County; City of Stanwood; City of Sultan

TABLE 5:

Operation Issues and Challenges associated with Establishing an Eastside Regional Dispatch Agency

Issue	Ideas/Strategies
Dispatch operation staff anxiety about jobs, concern about moving to a new employer—working conditions, salaries, benefits, seniority	Involve unions very soon in dialogue to getting information to employees and get their ideas, concerns on table. Seek union support in working through transitional issues collaboratively. Keep employees, unions informed of progress of project.
Potential for union opposition to unification	Early commitment by management to give priority to retaining all staff w/o loss of seniority, salary or benefits would be helpful to manage this transition—but may have a significant cost impact associated with it; consideration should be given to not filling vacant positions in order to achieve possible staffing reductions without lay-offs, depending on associated costs of overtime/service impacts.
	Desire of employees to keep MEBT – and of the Study Participants to keep qualified, experienced dispatch staff—suggests possibility that staff should remain employees of either Kirkland or Bellevue (and Mercer Island staff to move to one or the other) as opposed to becoming staff of a new separate agency that could not provide MEBT.

Number of jurisdictions involved; complexity of political relationships, difficulty of managing complex inter-jurisdictional project	Highly skilled full-time project management staff will be required to oversee the project. This person or team would ideally need to be hired by the joint board of a newly created dispatch agency. Develop coordinated communication effort to reach out to Participant councils/boards, as well as current dispatch clients. Keep them informed of progress, seek input regularly. Structure regular meetings, communications, to support and facilitate relationships between fire and police management, dispatch and records staff of the various operations. Strong ongoing leadership and partnership between city managers/equivalents of all participating jurisdictions will be indispensable.
Desire to have new agency assume role of EPSCA (800 MHz radio maintenance and operation) –but lack of current participation in project from two EPSCA members: Redmond and Issaquah	Outreach to Issaquah and Redmond should occur to determine whether they wish to engage in the new entity and merge EPSCA in it. If they are very resistant, a decision needs to be made whether to terminate/resign from and then re-form EPSCA without these jurisdictions (including a determination as to whether this could be accomplished in a manner that meets EPSCA's existing subscriber contracts) or to proceed to create a new sister agency to EPSCA to perform dispatch. The question of merger of the EPSCA and dispatch roles may be revisited as work on the new entity proceeds. Note that amendment of the EPSCA interlocal requires unanimous consent of all five cities. Termination requires consent of 80% of the weighted votes – nearly, but not completely represented by cities participating in this study.
Varying degrees of support for regionalization idea within (and between) jurisdictions	This should be acknowledged. Continued strong leadership and support from the City Managers will be necessary to address this challenge, as well as strong support from Police and Fire Chiefs—and an ability for police and fire management to communicate and work well together.

Technology issues: Sunk capital investments in technology (and challenge of estimating these costs in advance); stranded costs resulting from technology merger; Incompatible CAD/RMS technology; Incompatible MDTC/AVL technology; Timing; business process unification concerns; lack of clarity around RMS services to be provided by new entity	See discussion in Report under **Technology Issues**. Key strategies include: • Consider compensating those with stranded costs • Commit to a timeline • Commit to business practice alignment
Level of Service (LOS): • Lack of clarity about participants priorities, desires relative to LOS • current disparate operating protocols • desire for "high touch" "small town" service protocols to remain in place • impact on other operations/ practices from unification • Solutions for services "left behind" after regionalization • Connection to city EOCs	At this point in time the parties are not able to clearly identify/articulate their desired level of service. An inter-jurisdictional team of police staff and city management staff at a high level should be tasked with developing LOS: clarifying expectations and needs, identify performance/success measures, and then overseeing the detailed efforts to unify business practices as much as possible—while accommodating the strong interest of some Participants to maintain different dispatch protocols to meet community expectations.
Concerns about loss of control over dispatch resulting from transition from stand-alone to regionalized operation	This needs to be addressed through three routes: (1) governance decisions; (2) decisions about operating protocols for the new agency; and (3) strong commitment and oversight from management to the regionalized effort.

Concern of Fire Districts about a regionalized operation moving more towards meeting police dispatch needs, and less towards fire dispatch needs.	Unless addressed head on, this issue may significantly affect the continued participation by Fire Districts. Governance decisions will be important to address this. At a minimum, it would seem that a structure such as SNOPAC and ValleyCom with advisory committees for both fire service and for police service would help to address this challenge.
Governance issues	Task a high-level work group to review these issues in detail and make recommendations in the near term: governance structure and decision making process need to be clear up front and guide all subsequent work.
Overhead services: how provided?	Further analysis is needed to determine how most efficiently to structure this. However, concerns about Bellevue control may be addressed in part by not contracting all overhead to Bellevue, even if a decision is made to locate the regional operation in the new city hall.
Potential of significant increase in Bellevue Communications contract charges due to move to city hall	This could result in political backlash against regionalization (sticker shock) and must be carefully managed with strong communication to clients.
Impact of fire districts merger discussions	This could result in a move of some fire districts out of Bellevue dispatch—resulting loss of economies of scale and functionality would be detrimental to regional effort. Fire District discussions should be tracked discussion carefully; effort should be made to communicate on an ongoing basis with these Districts.
Competing offers for provision of dispatch (Seattle, King County)	It is conceivable that as the Eastside project proceeds, competing service offers may arise from either King County or Seattle—or others. At some point, such offers are not timely; however, before then, they should be considered in light of clearly defined project priorities and principles established early on.
Concerns about Bellevue control	Maintain strong team effort by city managers; consider contracting out some services to other members; clearly demonstrate savings/benefits associated with any decision to co-locate at new city hall; equal vote governance structure would also respond to this concern but may be undesirable for other reasons.

Start-up costs	A determination should be made about which costs will be jointly funded up front, and which will be reimbursed over time. Ideally this is facilitated through early agreement on a governance structure and interlocal.
Absent partners; "holes" in coverage territory	Lack of participation by any major Eastside jurisdiction represents a loss of potential efficiency and effectiveness. Consideration should be given to allowing the King Count sheriff (and others) to participate in the operation in some manner (member or subscriber). There is a trade-off, however, between the number of parties involved and the complexity of the process.
Community Reactions and Concerns	Develop joint public relations effort to manage community issues, provide information and response to questions in a coordinated, consistent manner. Effort should be coordinated with outreach to Participants, potential participants, and dispatch clients.