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Executive Leadership

The Case for Unified Dispatch in Madison County

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Certification Statement

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that the appropriate credit is given where I have used the language, ideas, expressions, or writings of another.

Signed: _____
William D. Hicks Jr. Date

Abstract

Despite three years of efforts, the dispatch services in Madison County are not unified. The problem is that Emergency Services in Madison County are served by multiple dispatch centers, resulting in duplicated dispatching of agencies to the same calls, dropped calls, and inefficient dispatching service for the community and its responders. The purpose of the research was to identify how others have approached consolidation, any advantages and disadvantages to consolidation, and reasons for resistance to consolidating dispatch services in Madison County. A descriptive research methodology was utilized to answer the research questions. The literature review, questionnaire and interviews performed identified the methodology used by other to consolidate. Additionally numerous advantages were identified, few disadvantages were found, and the reason for resistance to consolidation efforts in Madison County were identified. Recommendations included that the 911 Board reopen dialogue with stakeholders in the city of Richmond to bring them into the consolidated 911. Further research needs to include unachieved interviews of the city of Richmond elected officials, as listed in Appendix B.

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Introduction

Citizens and Emergency Services in Madison County are served by multiple dispatch centers, resulting in duplicated dispatching of agencies to the same calls, dropped calls, and inefficient dispatching service for the community and its responders. The purpose of the research was to identify how others have approached consolidation, any advantages or disadvantages to consolidation, and reasons for resistance to consolidating dispatch services in Madison County. A descriptive research methodology was utilized to answer the research questions. The literature review, questionnaire and interviews were performed in response to the following questions:

1. What approaches are other agencies using to unify their dispatching of emergency services?
2. Are other counties in Kentucky using a unified/consolidated dispatch center approach?
3. What are the disadvantages not having unified/consolidated dispatch?
4. What are advantages for a unified/consolidated dispatch approach?
5. What are the current reasons for resistance to a consolidated dispatch system in Madison County?

BACKGROUND AND SIGNIFICANCE

Madison County sits in the heart of the Commonwealth of Kentucky. It is split north to south by Interstate 75 and a major rail line. The county has two incorporated cities. Richmond, is the county seat, and Berea. There are currently three dispatch centers. The first, referred to as the 911 consolidated dispatch and Emergency Operations Center (EOC) serves the county and city of Berea agencies, which this author will now introduce. Fire protection for the county and unincorporated areas is provided by one paid fire department, which consists of seven paid members on shift each day, covering two stations. Additionally, five volunteer departments

cover their respective fire districts. These departments had responded to 382 calls for 2008 according to Captain Dixon (personal correspondence, December 2008) at the time of this author's data request.

According to Dispatch supervisor Sandy Hubbard (personal correspondence, December 12, 2008) the Madison County Ambulance Service, which provides advanced life support to the entire county and all cities, responds to approximately 12,700 calls per year. Law Enforcement for the county is provided by the Madison County Sheriff's office, who answers an average of 14,600 requests for service annually. The Madison County Rescue Squad provides tactical rescue and extrication services to the county/non incorporated areas, and makes a yearly average of 200 calls for service, states Lt. Al Barrett (personal correspondence, December 2008).

This author will now review the agencies for the city of Berea. The Berea Fire Department consists of three stations and is a combination department, meaning it is manned by both full time paid and volunteers members. They provide both fire service and tactical rescue service, which amounts to an average run volume of 950 calls per year, per Dispatcher King (personal correspondence, January 10, 2009), with law enforcement being provided by the city of Berea police department, which responds to an average of 13,000 calls for service yearly.

Additional Law Enforcement Response is provided by Kentucky State Police (KSP) Post #7 located in Richmond. They have their own dispatch center (number 2 in the county), and calls for service are transferred to Post #7 by the Madison County EOC and vice versa. Dispatcher Broadus (personal correspondence, December 2008) computer aided dispatch (CAD) report showed they had responded to 6,202 calls for Madison County in 2008 as December 15, 2008.

The third dispatch center is operated by the city of Richmond, Kentucky. The city of Richmond Fire department operates 5 stations, with law enforcement being provided by the city of Richmond Police Department. Requests for run volume of each of these city departments were made with no response as of the published date of this ARP

In addition to day to day operations, Madison County is a Chemical Stockpile Emergency Preparedness Program Community (CSEPP). Located in the county is a military post which houses chemical weapons left over from the 1940's. This places the entire community at risk from a potential release which would require every emergency service agency to respond in a coordinated manner. In case of potential disaster such as this, all city and county heads of government and agencies chief officers are to act under the control of a unified command system, which is to be coordinated at the Madison County Emergency Operations Center which houses the Madison County 911 Combined Dispatch Center. Yet, the city of Richmond has declined to participate in the consolidated dispatch center.

Efforts to create a county wide dispatching service came to fruition in August of 2007 with the unification of the city of Berea and Madison Counties dispatching service at the Madison County EOC. Despite ongoing efforts, the city of Richmond has declined to be part of the system. This is causing delay in dispatch of some emergency services to the citizens inside the city limits of Richmond. As of right now, all 911 cell phone calls go to the consolidated 911/EOC. Should a call involve a need for Richmond fire or police, the call must then be transferred from the EOC to the city, adding additional time until notification is provided to the needed service. If citizens of Richmond call 911 by landline for an ambulance, they will first reach the city's E-911, and must then be transferred to the county EOC, further causing a delay

in resource dispatching. Additionally, duplication of dispatched resources to the same incident occurs weekly between agencies dispatched by the City and the Madison County EOC.

This Applied Research Project (ARP) identified the approach other agencies have taken in consolidation, the advantages and disadvantages to unification, and the reason for resistance to consolidation.

This applied research project, to reveal the characteristics of a consolidation effort, is relevant to the course work included in the curriculum of the National Fire Academy's Executive Fire Officer Program (EFOP), *Executive Leadership (October 2005)*. This researcher noted the two following distinct links:

First, *Unit 10: Networking* summarized the following: (a) Analyzing the relationship between networking and influence; and Secondly, *Unit 11: Negotiating* in terms of: (a) Determining relevant constituent groups and the arguments that would appeal to these groups.

This ARP relates to the following United States Fire Administration, National Fire Academy (NFA, 2005, p.II2) operational objectives: (c) To reduce the loss of life from fire of firefighters; (d) To promote within communities a comprehensive, multi-hazard risk reduction plan led by the fire service organization; and (e) To respond appropriately in a timely manner to emerging issues.

Literature Review

Several sources of information were accessed to gather data to answer this authors research questions. This author's first question sought to identify the approaches others were using to unify their dispatching of emergency services. Consolidation of dispatch operations represents a natural evolution for emergency services due to the commonality of the services provided, the limited amount of resources, and the furthering of automatic and mutual aid

agreements, to enhance incident responses (Buckley, 1993 pg. 8). The problem of day to day communications is magnified during disasters or events where large numbers of units are responding. Communications involving multiple departments will flow much smoother if they operate together on a daily basis (Kefalas, 1993).

Robertson (2008) discusses some critical steps in the beginning phase of unification. If unification is to succeed, it must be planned correctly, with all the stake holders being involved from the beginning, and informed about all the pro's and con's of the unification. The more time the different agency's can have to overcome their differences, and work toward the betterment of the community they serve, increases the likelihood of a positive outcome.

One such plan came from Westchester County, New York. Their first step was to form a review committee made up of representatives from the various agencies, and legislative members from the municipalities to be served. Their task was to examine previous and current proposals to improve notification and dispatch processes. They were then to prepare a final report to the executive leaders of the effected jurisdictions. If their report was successful, the committee would then place the initiative on the ballot during the following years voting period, says Kelly (2001).

This plan resulted in an agency which provided primary dispatch services for 41 of the county's 58 fire departments and 18 of the 45 EMS agencies in Westchester County. In 2008, the Emergency Communications Center of Westchester County answered approximately 185,000 calls and dispatched over 86,000 Fire and EMS incidents according to the budget report of Westchester County Board of Legislators (2008).

Chicago, Illinois, used a similar approach to unifying dispatch for their city. Their city's consolidation efforts brought together police, fire, EMS, along with the Departments of

Transports, Streets, Sanitation, and Water Management to form the Office of Emergency Management and Communication. Together they formed an integrated unit that can control all of Chicago's resources, either during local emergencies, or city wide disasters that involve state or federal organizations (Careless 2008).

The county of Allen and city of Fort Wayne, Indiana, have recently implemented plans to research the possibility of unification of dispatch services. "The County, under the guidance of Jim DeRose, retired County communications director, and Steve Smith, retired city communications director, will study the city's proposal presented in May to consolidate the dispatch operations for the Fort Wayne Police Department, Fort Wayne Fire Department and Allen County Police Department" reports Anne Gregory, "Then a joint review committee consisting of city communications director Tina Taviano and County communications director Aaron Likes plus DeRose and Smith will provide a final recommendation to Mayor Henry and the three commissioners by Nov. 1, 2008" (Gregory, 2008).

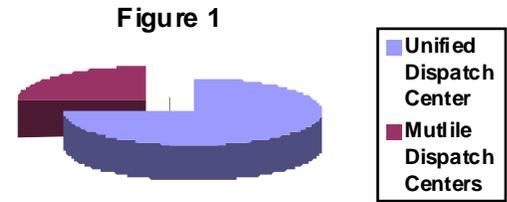
Washington, D.C. held the grand opening on a new unified communications center in September, 2008. Developed with input from the Mayor's Office, D.C. Fire and EMS, Police and Emergency Management Agency, the center was built to be technologically expandable to meet future needs of this large metropolis. This unification was brought about by the need for improvement in several areas. Specifically, the need for better coordination of dispatching, coupled with an almost 40% call drop rate, drove the need for unification of communications to better serve our nation's capitol (Erich, 2008).

A questionnaire was preformed of Kentucky counties to determine the status of any efforts to unify dispatching in the Commonwealth. The first question identified the county of the

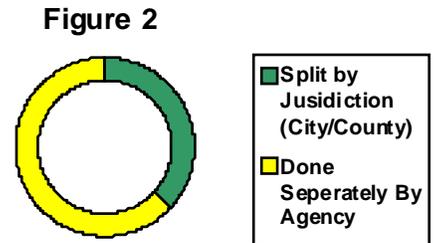
respondent. Out of 120 counties, 69 counties were represented in the responses.

The next question centered on if the county was served by one central dispatch service including fire, police and ambulance services (see Figure 1).

74.6% of respondents stated their county was served by on unified dispatch agency or center, while 25.4% stated they were served by a segregated dispatching system.

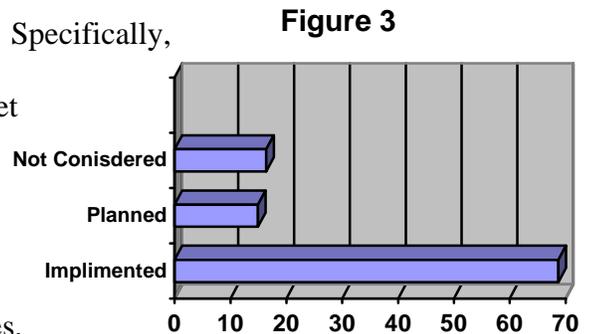


The third question queried that if the community was served by multiple centralized dispatching agencies, was the dispatching provided by and for only either a city’s agencies or county’s agencies, or was it provided by the agency itself (see Figure 2). In response, 36.9% said that they were served by a dispatch center serving only the city or county agencies.



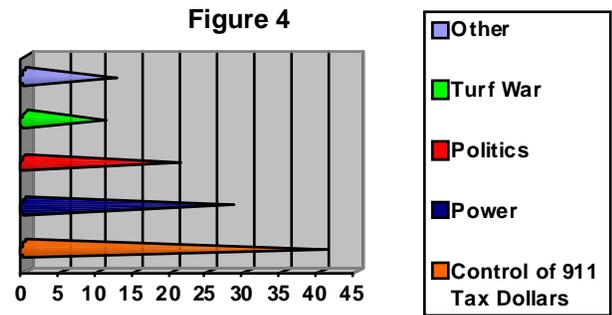
The majority of respondents, 63.1%, stated they were served by an agency specific dispatching system serving only a select few agencies.

The next information gathered by the questionnaire involved the status of unified dispatching in the county being represented (see Figure 3). Specifically, was unified dispatch implemented, being planned, or not yet considered. The responses showed 68.7% percent have implemented a unified dispatch system. Plans are in progress for unification in 14.9% of the responding counties, with 16.4% stating no consideration has been given to unifying dispatch services.



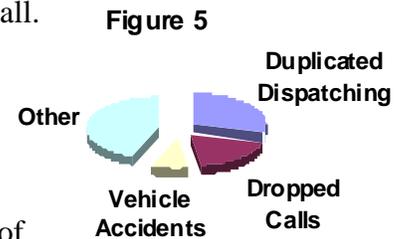
The request for information now focused on the reasons for resistance, if any, to unified dispatching (see Figure 4). Here, 40.7% listed control of money or 911 tax dollars as the cause for resistance in their county. Next, 20.9% of the respondents stated that politics was the

primary reason for resistance, while 27.9% cited power or control of Processes, with turf war as the smallest, with just 10.5%. Ad-hoc answers provided other information, including that there was no resistance, there was a lack of understanding of required dispatching needs, or failure to get the details right.



This author now sought to identify the negative experiences associated with having more than one E-911 call answering center (see Figure 5). 18 of the respondents identified that they had experienced duplicated dispatching of agencies to the same call.

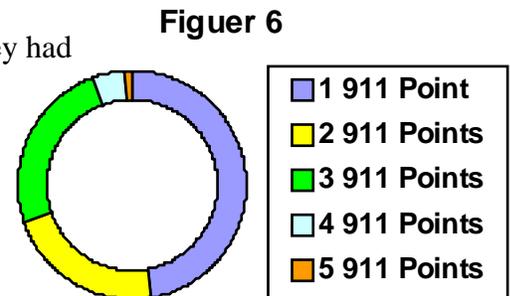
11 stated their agency had experienced dropped calls during transfer to another dispatch center. Five noted that duplicated dispatches had been a contributing factor in vehicle accidents. 21 provided a variety of



information, including delays in dispatching due to transferring of calls, the wrong agency being dispatched due to multiple centers, and the dispatch center being located in a different county.

The next information requested was to identify the number of E-911 answering points in the respondent's county (see Figure 6). 42 respondents stated they had

a single answering point. 20 participants stated they had 2, with 22 stating their county has three answering points. Next, four stated they had four answering points, with one advising they had 5 different locations in their county that dispatched 911 calls.

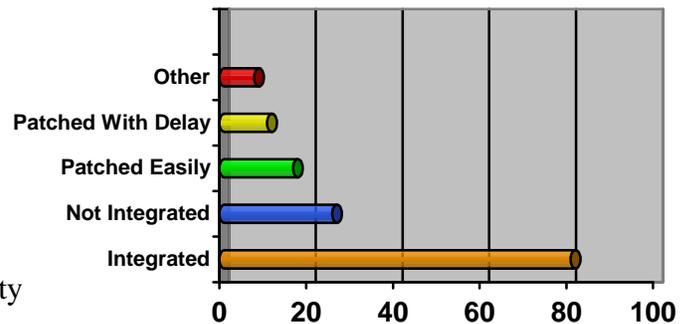


The final question of the survey polled on the status of integrated communications in their county between emergency services agencies (ESA) (see Figure 7). 81 answered that ESA in their county can talk to each other directly. 26 answered that they could not communicate

between other services. Seventeen answered that they could patch between radio systems with ease, while 11 answered that a patch

took greater than Five minutes. Eight respondents provided various answers, including most ESA's could talk directly, patching was available, but no training had been provided in its use, and the activity required additional agencies permission for use.

Figure 7



Lichtenstein (Lichtenstein 1998) addresses an infrastructural disadvantage to consolidation, that being survivability of the building during major events. This necessitates the need for a back up location to provide redundancy should the primary location suffer damage and be inoperable. To address this issue, FEMA (September 2003) has developed a 6 step assessment process to assess vulnerability to disasters. First, an all-hazard assessment must be done to identify how the facility might be threatened. These risk factors must then be applied to the list. Facility physical features must be designed with these threats in mind, both from a survivability stand point, and becoming part of the problem. Second, the survivability of the facility, examines the ability of the facility to sustain the effects of the hazards, and its ability to continue operations post event. Security and access control must be assessed to protect its occupants, equipment and facilities during post disaster confusion or disorder. Sustainability of the facility is also a major concern, as supplies, utilities, and other services may be interrupted for extended periods. Interoperability with local, state and federal jurisdictions must also be considered, with backup plans and equipment in place. Finally, flexibility is necessary to adapt to both the needs of the disaster, the needs of the occupants, and the demands of the event (FEMA 2003).

There are also numerous advantages to consolidation. Lichtenstein (Lichtenstein 1998) identifies several advantages to consolidation. He states that consolidation reduces the physical space required, reduces the number of call takers by around 85%, and reduces the call load per dispatcher. Additionally, transfers to other dispatch centers were eliminated, preventing dropped calls and delays of service. This provides better service to the citizens, and the public safety personnel who serve them. Additionally, more resources are available, making more capable center personnel, and having them cross trained limits tunnel vision a law enforcement dispatcher might experience while answering a call for a house fire. Finally the increased labor pools reduce overtime and fill in of open slots due to illness or vacation. District Chief Beverly of the Lockport Fire Protection District found that E-911 calls can be handled much more efficiently and timely thru consolidation, by eliminating time required to transfer calls between centers (Fox, 2001).

Campbell (1994) makes the case that no matter the approach consolidation can help emergency services managers enhance departmental effectiveness and efficiency. Johnson & Snook (1997) recognize that taxpayers are essentially taxed out, and public officials are tasked with obtaining a specific level of services for the community at the lowest cost possible. “When we work together cooperatively, and share the resources each have, we accomplish more” says Campbell. Arrington (2001) supports this advantage, stating anytime you are duplicating services that could be combined, it is a disservice to the taxpayers.

Robertson (2008) makes the point that in addition to saving more lives and streamlining operations, money is a key factor that should drive the call for consolidation. It also presents agencies with the opportunity to upgrade technology, thereby increasing productivity, and

efficiency. Once duplicated services, equipment, and manpower are streamlined, money is saved, and services run more efficiently.

There can be a multitude of reasons for resistance to unifying dispatch centers. The first and most substantial form of resistance is politics. Many policy and management level personnel must all commit to the process, reports Buckley (1993), and it must also have the support of the public whom expects a certain level of services to be provided.

Robertson (2008) states that decision makers must be fully informed as to the benefits. The politicians, directors, chiefs, lieutenants, captains, and personnel must be informed about the benefits to the community or consolidation will not be an easy sell. It is important to allow all decision makers to have an equal say in the process and to be informed as to why unification is beneficial. Additionally, cross agency egos and politics can derail a consolidation process.

Another concern that must be recognized are threats to traditions and heritage. If an agency is losing aspects of their culture in the consolidation, this will cause agencies to withdraw from the policy. According to Junell (1991), just the mere appearance of loss of control, or turning control over to another agency's jurisdiction can trigger this reaction.

Resistance to the process of consolidating dispatching in Madison County, Kentucky, "Quickly become a hot potato" says Nick Lewis, Publisher of the Richmond Register (Lewis, 8-8-2006). Lewis identified several reasons why he feels consolidation makes sense, from enhanced public safety to being effective and efficient governmentally, though according to Mr. Lewis, the main reason the commissioners were at an impasse on this issue was money and control. Mr. Lewis states, "If that's the cities reasons against exploring the benefits of county wide 911, is it's (the city of Richmond's) priorities in the right place?"

On April 20, 2006 the new 911 board was established in Madison County, KY, to coordinate efficient and reliable communications between county residents and local emergency agencies. The city of Richmond doubted the need for a board, but the city of Berea and Madison County Fiscal Court are proceeding with these first steps toward consolidation of dispatch services, said Shannon (4-26-2006). The Mayor of Berea and the Madison County Judge Executive brought the proposal for consolidation of dispatching to the city of Richmond on April 4, 2006 with the city agreeing to a summit but setting no date (Shannon, 4-26-2006).

The city of Richmond took a stand during a city commission meeting held 6-26-06, with Commissioner Jim Barnes asking each and every commissioner to make their position heard. Mr. Barnes stated "I don't see how improving our services would hinder the activity of the city of Richmond". When responding to questions as to why the city did not want to join the 911 board, Commissioner Brewer stated that if Berea Mayor Conley and Judge Clark would come back to a meeting, he would show that they both are in better shape due to the city investments in communications, county wide. He also said that no one puts all their eggs in one basket, in case the system were to crash, and doing such might put communications at risk. Commissioner Blythe also remarked that when he asked what the 911 boards position would be if the Richmond city hall was chosen as the best site for the center, he received a very roundabout answer. City of Richmond Mayor Lawson pointed out that while she supports the combined 911, she didn't want any fast decisions made. To close, Commissioner Barnes asked that the commission to continue to consider the proposal to merge dispatching (Shannon, 6-27-2006).

The next discussion occurred on August 3rd of 2006 (Shannon, 8-4-2006), and centered on a feasibility study performed by the 911 board, which the city of Richmond declined to participate in. That study showed that of current buildings, the Richmond City Hall

basement/dispatch center was the best choice. At this meeting, Commissioner Jones stated that the city had funded more than two thirds of all the 911 calls made county wide. She also pointed out that Richmond had spent hundreds of thousands of dollars on their dispatch system, and did not want to walk away from that investment, but had invited the county and city of Berea to join them on several occasions. Commissioner Brewer had also raised fears of job losses, and commented that the city didn't match the \$7,000 for the study because they knew what the answer would be.

When asked about such an invitation, both Judge Executive Clark and Berea Mayor Clark agreed no such invitation had ever been extended. Judge Clark also stated that he was the last person who wanted to be telling Richmond they were doing something wrong, but he pointed out that "they were not providing the best emergency services to the residents in this county. You don't transfer calls when you are dealing with human lives. You're going to see something happen here that involves a major disaster and you are going to see the problems of having two 911 dispatching systems" (Shannon 8-4-2006).

During an October 6, 2006 open forum on dispatch consolidation, Commissioner Brewer extended an invitation to the county and city of Berea to join Richmond's dispatch center, but also made it clear he was not interested in supporting any plan that would move the dispatching out of city hall or under the control of any board. "Because Richmond has operated a dispatch center since 1947, the city would be able to provide the best service" says Brewer. Mayor Lawson and Berea Mayor Connelly immediately initiated communications in response to this invitation, with Mayor Connelly requesting details of this offer, if it is serious. Mayor Conley was specifically interested in how mutual funding would work. Funding had come from an 83

cent tax assessed on landline phones, but Conley would like to explore the taxing of cellular phones as well (Foreman, 10-21-2006).

However, Judge Executive Clark pointed out that the location should not go in the forefront, as developing an advisory board is the first step, reports Foreman (10-21-2006). Such a board would have included all the police chiefs, fire chiefs and emergency managers to identify what's best for the residents of the county. Clark also said that although he had not seen the invitation to join Richmond's dispatch center, the timing for such an invitation seems political, with elections looming at that time. "Commissioner Brewer doesn't have the authority to make that decision or that offer by himself. The people, who know what's going on, need to sit down and make a decision" (Foreman, 10-21-2006).

Foreman reported that the recommendations of the 911 advisory board, consisting of representatives of City of Berea and County Emergency Services agencies were released (Foreman, 1-20-2007), although the city of Richmond declined to participate or send representatives to be on the board. The first recommendation was that all three governments combine into one dispatching center to enhance service by reducing call transfers, providing better coordination between all emergency service providers and reducing future costs. The board recommended that a consolidation be executed by the end of 2007. The board also recommended that the location of the consolidated dispatch center be the current Madison County EOC until a larger facility was available. Further, they recommend that a special tax be assessed on property to provide funding for the new center (Foreman, 1-20-2007).

Foreman goes on to describe the members of the so termed Madison County Public Safety 911 Board would include seven voting and 2 non-voting members. Mayor Conley reports that representatives will include the Sheriff, KSP Post 7 Commander, Berea Police Chief, EMS

Director, Berea and Madison County Fire Chiefs, and the Madison County Corner. The serving mayor of Berea and judge executive of the county would each appoint a non-voting member. Similar arrangements would be made, should the city of Richmond join the consolidation (Foreman, 4-17-2007).

Berea Mayor Conley says the consolidation of services would save an estimated \$200,000 per year of the \$400,000 the city of Berea allocated on dispatching services. Conley also pointed out that although an invitation was extended by the city of Richmond, no details or any specific information was ever provided. Mayor Conley had requested details including who would do the hiring, what input would they have into operations, and would agencies be charged rent? The last response from the city to Conley's request was to wait until after the election. Richmond Mayor Lawson says the city was reviewing the 911 advisory board's recommendations, stating that due to the move of the Richmond Police Department into their new building, they must expand their communications anyway (Foreman 7-20-2007).

Shannon (7-10-2007) reported that despite several years of discussion between the city of Berea, the city of Richmond, and Madison County, Berea and Madison County will moved forward with consolidation. This occurred without the city of Richmond, at the end of August 2007. The city of Richmond's dispatch center was not chosen because it only received 911 calls thru landline, meaning that calls must be transferred to the County EOC for some services, and resulted in delayed responses.

We looked at this to enhance the safety of citizens not only in Berea, but also in Madison County." said Ken Clark, Berea Police Captain." All of our emergency services will be dispatched out of one place. Of course, in today's economic situation, it made sense to

collaborate on something like this, which in the long run, will provide a good financial move for everyone.” (Foreman, 8-24-2007).

Shannon (1-9-2008) informed his readers that the Consolidated Dispatch center had a new home in the basement of the new Joint Information Center (JIC), which was finished in March of 2008. By sharing the JIC, the combined 911 will save money that can be used for other needs related to dispatching. The consolidated dispatch operations have been ongoing inside the Madison County EOC. The consolidation effort was made to increase efficiency in times of emergencies, without having to go through several dispatch centers to get help. Carl Richards, Emergency Management Director, reported that the new facility will have 5,000 square feet, which allows room for the city of Richmond’s dispatch operations, should they join the consolidated dispatch (Shannon 2-13-2008).

At the city of Richmond Commission meeting held Tuesday, February 12th, 2008, Mayor Connie Lawson told the city commissioners it was time the community knew where they stood on the issue of combining dispatch systems with the county and Berea. The three groups had last meet over a year ago, and Mayor Lawson thought consensus had been reached then to join the consolidation. As the discussion began, reports Shannon (2-13-08), it was clear there was some confusion among council members. “Either you are for it or against it. No one understands why we haven’t done it” said Lawson. Commissioner Kay Jones countered, saying “I thought we had made an informed decision not to go forward with it. I thought Berea and the County went their own way and was tired of waiting for us.” Commissioner Bill Strong then suggested another meeting occur as soon as possible with the 911 Board. The meeting then closed with no date being set for the proposed meeting (Shannon, 2-13-08).

The combined 911 has received a \$200,000 Commercial Mobile Radio Services (CMRS) grant to help with costs associated with the unification of dispatch services in Madison County, reported Shannon (2-13-2008). Carl Richards, Emergency Management Director for the county, pointed out that consolidation allowed counties to be eligible for grant funding for dispatching equipment and upgrades of existing equipment. The costs were being shared between the city of Berea and Madison County Fiscal Court.

An order that documented the cities intent to join the consolidated dispatch system has been tabled at the city commission meeting held 2-26-2008, in order to allow the commissioners to meet again with the Consolidated 911 board to ask more questions. Additionally, Mayor Lawson raised concerns over what she called a constant flow of repairs ongoing at the county 911 center. Additional concerns were raised by Commissioner Jones. She was interested in the city's responsibility in repaying a \$400,000 loan taken on by the current 911 board that she states was reported in the local news (Shannon 2-27-2008).

Madison County Sheriff Nelson O'Donnell said that the 911 board, which he Co-Chairs, had worked for three years to get the city on board, and was willing to have more discussions with the city of Richmond. Sheriff O'Donnell also stated that he had no idea what repairs Mayor Lawson had referred to, adding that the consolidated 911 was running smoothly. He responded to Commissioner Jones's questions, stating the board had taken no loans, and no reports of the 911 Board having taken on any loan has been in the news, reported Shannon (2-27-2008). The board had release the cost of consolidation as \$412,000, \$200,000 of which had been offset by the CMRS grant received earlier this year.

Robinson (3-6-2008) advised that Wendy Lynch, former Terminal Agency Coordinator for Richmond's Fire and Police dispatch was hired as the Director for the Consolidated 911

center. Lynch had said her goal is to provide the best possible public service, provide a seamless transfer of information between all of the agencies participating in the consolidated dispatch.

Dwayne Brumley, Chair of the 911 Board, said that Lynch's familiarity with Richmond's dispatch operations would ease the transition should they join the consolidation, although she was hired because of her many years of experience, service and training (Robinson, 3-6-2008).

The 911 Board responded to questions from city of Richmond Manager David Evans about the merger from the city of Richmond, recorded Foreman (3-14-2008). In regards to the issue of funding, a proposed \$3.50 charge from all landlines in the county and city of Berea would generate \$759,600 in revenue from residents outside the city limit of Richmond, with additional proposed surcharge of \$10 per property tax bill. The 911 board estimated the yearly operating budget would be around \$996,684 per year (Foreman 2-7-2007). The 911 board also stated that without knowing the number of landlines in the city of Richmond, other revenue sources, personnel and equipment costs, it was impossible to fully assess the income streams if the city joined consolidation efforts.

The 911 Board goes on to say the city of Richmond would have been fairly represented, just as described by the advisory boards recommendations, in terms of the Richmond fire chief and police chief would be voting members, with the mayor appointing a non-voting member to the board. The only limitation on the boards make up was it must be 51% law enforcement, per regulations of the National Criminal Investigation Computer (NCIC) Council. This was due to the dispatchers having access to the criminal history data base. Redundancy planning was also addressed. KSP Post 7 would act as the backup 911 answering point and dispatch center, due to their ability to answer both landline and cellular 911 calls if needed, should the consolidated center become non-operational (Foreman 3-14-2008).

The cost of consolidation was the next concern of the commissioners. The 911 board advised the cost of moving operations of the current consolidation between Berea and the County was less than \$50,000, reported Foreman. The costs of Richmond's move would have been around the same, but a more specific amount could not be estimated without more information as to the amounts of equipment they have and other requirements. As for loss of jobs, the city would have had to work with the board, and provided its specific needs in order to determine if all current city dispatchers will keep their jobs. The hiring and scheduling decision would be made by the board, with due consideration to the needs of the city of Richmond (Foreman 3-14-2008).

A meeting that mirrored one held in March of 2007 was held between the city of Richmond's commissioners and the 911 Advisory Board on 3-18-08, says Foreman (3-19-2008). More information was called for once again by city commissioner, but no specifics were requested. City Mayor Lawson then called on Police Chief Brock to work with Commissioners Blythe and Brewer to pen such specific answers needed so the board can answer the city's questions fully. 911 Board Chair and Berea Police Chief Brumley said that facts and figures would not have provide the full picture and that only interaction with the commissioners and the chiefs of the various agencies would have allowed for a full assessment of the concerns of the city of Richmond. Other than this, no decisions were made, no dates were set, and no positions were stated, disclosed Foreman (3-19-2008). Foreman closed his article by noting that no specific plans were made on how to gather the data, or what information was needed.

Shannon (4-10-2008) presented that the Consolidated Dispatch Board identified its estimated yearly operating budget, projecting a cost of \$945,000. This included salaries and benefits for 13 dispatchers, one director, three managers, and equipment maintenance.

Additionally, plans to move into a proposed new location for the consolidated 911 center were put on hold until fall. This was due to the new equipment that was already contracted for installation in the fall would only have to be installed once. Additionally, the cost of moving the dispatch equipment from the EOC would have cost around \$80,000, and would have voided all warranties on the current equipment. The price of the new equipment included onetime installation. This delay was all about saving taxpayers money according to 911 Board Vice-Chair and County Sheriff O'Donnell (Shannon 4-10-2008).

On May 15, 2008 the 911 Advisory Board announced that the new 911 center was finished but the move would not occur until fall. Housed in the basement of the new County Joint Information Center, a function of the County Emergency Management Agency (EMA), the sharing of facilities was a win-win for both agencies. Equipped with diesel fueled backup generators, the facility can operate absent outside power, says Carlos Coyle, Director for Madison County EMS. The cost of the generator had been shared by the CSEPP program thru federal funding, saving taxpayers even more money. This, coupled with lower than expected construction factors, allowed the building to be finished within budget. The entire design of the facility was made with two major considerations. First the ability to incorporate the city of Richmond's dispatching needs, and meeting the future expansion of the dispatch center to meet the needs of the county and the city of Berea.

This author then sought to interview the key players involved in the consolidated dispatch process. Berea Police Chief Dwayne Brumley (personal communications, January 9, 2009) had been at the spearhead of the process to combine dispatching services since the idea was conceived, and serves as the chair of the 911 board. Chief Brumley started out by explaining that three years ago the various city leaders began looking at the cost of maintenance, people

power, software and other expenses associated with enhanced 911, and the need to meet Phase II cellular 911 requirements. Phase II requires the ability to plot, on a map, the location of a caller in order to guide emergency services to the location they are needed. The costs of this service and its associated technology, says Brumley, caused city and agency managers to start to look for ways to save money in the area of 911 services.

Mr. Brumley reported that the current 911 equipment in the county, including those used by the Cities of Berea and Richmond, was purchased 100% with CSEPP funds. The funding of three dispatch centers, in 2003, cost CSEPP approximately 1.6 million, he explains, saying that the CSEPP program was extremely generous. Currently, new equipment had been purchased to update the dispatch centers at both Richmond and the consolidated 911 center, due to be installed in November 2009. This was again funded by CSEPP, with the notification that no more funds would be used by CSEPP for 911 dispatching. “As with any computer technology, it becomes outdated rather quickly,” says Brumley, “We realized we needed some way to fund the future, as CSEPP is going to go away one day.”

Government leaders, from all three municipalities, came together to look for ways to approach this common problem of cost in 2005. From the start, says Brumley, the County and Berea saw that consolidation had numerous benefits, included cost saving, but more importantly, enhanced service to the citizens and safety of responders. The city of Richmond leaders, however, were not interested from the beginning. Chief Brumley says they first attempted to form a board between the three governments, to guide the consolidation, and then to control the day to day operations. This was based on research by the 911 board describing what approaches other successful consolidation efforts had used. This takes the politicians out of the equation, stated Brumley, which was one form of resistance identified in the 911 board’s research.

Several proposals were put forward to get all three governments' agency heads on the board. The end results was a board made up of agency heads from the county and Berea, including the coroner, county and Berea fire and chiefs of police, county EMS director and KSP Post 7 Commander. Additionally, one at-large, non-voting member was appointed by the government head of Berea and Madison County. Brumley explained that a board was unacceptable to the Richmond leadership, and attempts to define what would be acceptable proved fruitless. This is the model that operates today, explains Brumley, and the same positions would be established on the board for the non-voting member, fire and police chief for the city of Richmond, should they choose to join.

Chief Brumley says that both Berea and the county have managed to save a considerable amount of money. Before the consolidation, landlines were taxed at a rate of 83 cents each, in order to fund 911 and dispatch service. This, however did not take into effect the intervention of cell phones, nor was it ever raised to meet the needs of the county. In fact the research done by the 911 board showed an average state wide 911 charge of \$3.50 per land line, with Madison Counties 83 cents was the cheapest. "By raising that fee to \$3.50 per land line, the combined 911 is able to operate with no general funds from Berea or the County", explains Chief Brumley, "where before, the costs out of the general fund for each government were around \$400,000 each, which is now freed up".

A concern of all parties was the need to transfer 911 calls to different centers, due to the segregation of dispatch that was in place pre-consolidation. Brumley explains that pre-consolidation, if someone dialed 911 on a land line, it went to that cities 911 center, and the caller would have to explain the problem, and then be transferred to another center if the answering point didn't dispatch for the service needed. This could result in calls being dropped

or callers being frustrated, and maybe even hanging up before all information was gathered.

This provided an inefficient service to the citizens and to the responders, explains Brumley. The 911 Board visited several communities to research their approach to consolidation, and found they had experienced these same problems and concerns before consolidation.

Brumley points out that another advantage was a single location to pool resources, where the citizens and responders get one stop shopping for service, with no transfers. Additionally, this gave an increased labor pool to pull from, from a human resources point of view. With this one stop shop, information is collected at one point, and is protected. Another situation which drove this decision was that Berea had one dispatcher on duty before the consolidation, and was going to be forced to expand their facility to meet the growth of the city. “The county was in a similar position, facing the need to expand. The obvious answer was to merge “, says Brumley.

One disadvantage noted by Brumley is a loss of local knowledge in regards to those working for the city dispatch knew the activities occurring and the locations in the town they served. A second disadvantage was the fact that Berea’s dispatchers, for instance, never dispatched for an EMS agency, only fire-rescue and police. Likewise, the county’s dispatchers had little experience dispatching law enforcement. Another concern was the lack of understanding of the dispatcher in regards to exactly how the agency liked things done. This required cross training, which is currently being addressed. These issues were also recognized in research done by the 911 board of the consolidation that occurred in Campbell County, KY, who told Chief Brumley “at first, it was the worst thing they had ever done, but now it is excellent.”

Chief Brumley says the new 911 center will meet the needs of the county for at least the next 15 years, and has plenty of room for the city of Richmond. He states that if he could do one thing over again, it would be that once consolidation was set to happen, cross training of the

dispatchers would have started six months in advance. Chief Brumley feels that the resistance of Richmond to consolidation centered around loss of dispatcher jobs, which is a viable concern. He points out that if Richmond were to join, rank may not transfer, but as many jobs as possible would. Berea was short handed, as was the county, at the time of consolidation, so both actually had to hire additional personnel. An additional fear that Richmond expressed towards consolidation was loss of direct control. “For example, if I had a problem with a dispatcher’s performance before, I could walk across the hall and handle it,” points out Chief Brumley, “but now the 911 board would handle it, which is really not that much of a difference in the end”.

Director for Madison County Emergency Management Agency/CSEPP Carl Richards said consolidation is a win for the community (personal communication, January 10, 2009). With the consolidation, protocols and procedures were streamlined. It has given more people to draw from who see the whole picture across discipline boundaries, and are appropriately trained. It has also enabled more people to be trained for handling community wide disasters, by their participation in the yearly, federally graded drill held every year for the CSEPP Program.

Director Richards pointed out that having everyone in one center eliminates transfer of calls, and gives a pool of expertise to draw from. If one dispatcher needs an ambulance, they just lean over and ask for it, explains Richards. The level of training and professionalism has risen greatly with the consolidation. For example, Richards’ points out that before, there were no policies or procedures directing how a dispatcher would handle situations they face. Now, not only are their policies manuals, but training manuals, and monthly training updates are now occurring. Although everyone aims to do their best, these procedures help protect the board and 911 from liability. Responder safety has also been increased, as before dispatchers never would do status checks, except in perceived dynamic situations. Now they do it due to the training and

policies. One such training on severe weather and siren activation procedures is coming up, as storm season is approaching. Before consolidation, these didn't happen.

Although great strides have been made for Berea and the county, the citizens of Richmond are missing out on the benefits. This year's drill marked the first time dispatchers from Richmond had set in at the consolidated 911 during the CSEPP program in its 14 year history. Other than that, they are not seeing the benefits we would like. To Director Richards, it seems that sources of resistance from Richmond are loss of control, politics, and some miscommunication. Another concern they have is for the jobs of their 14 dispatchers. Mr. Richards points out that this is now more likely than before, as the combined 911 had to hire to fill the positions it need after the merger.

The cost savings was one of the biggest draws that should be driving Richmond to the consolidation. The cost savings alone in consolidation makes it worth it, by removing duplication of efforts. Although there is a debt owed back to Berea and Madison County on the building of around \$300,000, Mr. Richards is not sure Richmond would have been asked to share in that responsibility, but future costs would be a consideration. "CSEPP has covered 100% of the radio costs county wide, including the city of Richmond," explains Richards, "and the new equipment was purchased in the same way, so there is no expense consideration there, nor with the new 911 center." This consolidation is a no-brainer, concludes Richards.

This author also interviewed Michael Bryant, the director for the CSEPP program in Madison County. This interview occurred at the Madison County EOC on January 8, 2009 at 10:45 am. He feels that consolidation brings everyone on the same page, where they can see the entire picture. Mr. Bryant (personal communication, January 8, 2009) believes that during a community wide event, people would "fall through the cracks" due to the volume of calls, and

there is a better chance of success when everyone works together, in one location. Secondly, two dispatches would make it hard to track resources, and keep accountability. He feels that taxpayers deserve better use of their money and emergency resources.

Mr. Bryant believes that politics and turf wars are behind the resistance, and says that a lot of misinformation is going around. Mr. Bryant points out that one of the fears of the city of Richmond, in regards to consolidation, is loss of control, and separation from decision makers, due to the consolidation. However, the current County Emergency Operations Plan actually requires the mayor, police chief, and fire chief of Richmond to report to the EOC, causing separation then.

Mr. Bryant also noted that presently there is a delay caused during transfer of calls between the current centers, putting lives and safety at risk. Additionally, he said that dropped calls are another consequence he has witnessed. Mr. Bryant recalls two identical calls, one occurring in the county, and one in the city, to provide an example of the disadvantage of having a non-consolidated system (personal communication, January 9, 2009). Both involved a suicidal person with a weapon, threatening themselves, and other people around them. One was in the county, and the other in the city of Richmond. In the instance in the county, the combined 911 sent a sheriff and EMS unit almost simultaneously. Then, almost two weeks later, the same incident happened in the city. Law Enforcement was sent immediately, but it took over 10 minutes before EMS was requested by the city dispatch.

The author performed another interview which occurred on January 8, 2009 in the offices of the Consolidated 911 with Wendy Lynch, Director of the combined 911 service in Madison County, KY. My first question to her was of the advantages to combined 911 services. She stated that interagency coordination is being passed along much quicker between dispatchers in

the center, who can overhear what others are doing. For instance, if EMS and Law enforcement is needed at the same location, the call taker can start EMS responding, while providing the second dispatcher information needed to dispatch law enforcement. Before consolidation, this involved transferring calls, and the call maker having to repeat the story for each agency's dispatch center. This created delays and risks of frustration on the call maker's part, which has caused some hang ups, but she is not aware of any dropped calls due to transfers.

Director Lynch (personal communication, January 8, 2009) stated that duplication of calls has occurred, but is less related to two dispatch centers, and is more due to how the county is divided up amongst agencies. The motto of her center is "when in doubt send them all". Mrs. Lynch states that no jobs were lost during the transfer, although Berea retained two of the dispatchers they employed in order to maintain their records collection. Director Lynch says that one disadvantage to consolidation is the differences between how each agency expects dispatching to run. She recommends that once consolidation is on the horizon, training starts between each agency early, in order to better prepare the dispatchers for the needs of the agencies to be served.

Another source of resistance voiced by the city of Richmond was the need for a backup plan in case of loss of the 911 center. "Not only are plans in place," says Lynch, "but they have been practiced". KSP post 7 is the backup location, as it can take 911 calls from landline and cell phones. In the event of its activation, dispatchers would be sent to assist KSP staff in answering the sudden volume of calls. A recent generator replacement gave the dispatcher the opportunity to test their plan, due to the full power loss required to remove the old generator and place the new one.

Over all, the consolidation has been a good thing for the county, giving better coordination amongst responders, and Director Lynch says she doesn't see any negatives. In fact, things are moving forward very fast in areas of training, enhancing capabilities, and better coordination amongst the two centers and agencies. On the issue of loss of jobs, not enough information has been provided by the city of Richmond to make an informed decision, but the current consolidation resulted in no layoffs.

In regards to the budget, which is set at approximately \$950,000, Lynch explains that the county implemented a \$3.50 fee per landline, providing approximately \$750,000 of the budget with the remainder being made up by the city of Berea and the fiscal Court of Madison County. The move to cell phone and internet is hurting that revenue stream, points out Lynch. The cell phones are taxed for 911 by the federal government, says Lynch, but the state only hands down a small percent of that to Madison County. To close, Director Lynch states that cross training, early on in the process, is key to early success. Additionally, having the dispatchers in the same room hearing, and seeing calls coming in, allows them to work together. They can pull up a call, and start adding additional resources as needed, making consolidation a positive situation.

This author then spoke with Carlos Coyle, Director of the Madison County Ambulance Serve (EMS), and member of the 911 Board. Mr. Coyle (personal communication, January 8, 2009) sees the consolidation has gone very well, with the only component missing being the city of Richmond. Every time you transfer information, the risk of parts of it being lost or dropped is a possibility. By having all the dispatchers in one location, you eliminate dropped or transferred calls, and duplication of dispatching. Additionally the consolidation has enhanced the care of the citizens and safety for the responders. Responses times were being delayed under the old system, says Coyle, and the consolidation has enhanced that for a majority of the community. Another

vital advantage is the enhanced coordination with the agency currently operating under the combined 911. This allows for the same information to be provided to all agencies, and not dropped during call transfers.

Mr. Coyle says he can't think of a disadvantage to consolidation. He points out that before consolidation, a lot of duplicated effort, materials, and tax dollars were being used when they weren't really needed. The cost at times was doubled, between Berea and the county. I asked Director Coyle if there were any loss of jobs in the current merger. Coyle replied that there was no loss of jobs due to the merger. He points out that Berea retained some of the dispatcher to maintain their records and information storage, but the current merger between Berea and the county resulted in no layoffs.

Dialogue has trickled in the past 6 months between the 911 Board and Richmond, with no fix in site. Mr. Coyle doesn't know the reason for resistance from the city, despite numerous attempts to get them on board. Regardless of this, the 911 board has made room for the city of Richmond to join the consolidated effort. Mr. Coyle closes by saying his one wish is for a true consolidation for Madison County's citizens and responders.

The next interview was of Berea Mayor Steven Connelly (personal communications, January 9, 2009). He started by explaining that because of the consolidation, they had saved approximately \$200,000 from their previous yearly spending of \$410,000. Second, the move allowed the fees to be raised on landlines from \$.83 to \$3.50, helping the city to outsource the dispatching to the consolidated 911, and to find additional sources of funding. This move also allowed the upkeep maintenance, and future upgrade costs to be borne by the consolidated 911, through its additional funding, instead of the city. Mayor Connelly also stated that the move limited the amount of transferred calls, limiting the chances of a dropped call or lost information.

This in turn provides better service to the community. The Mayor went on to explain that state and federal government moneys were available to those who unify their dispatching, providing further opportunities due to consolidation.

Mayor Connelly states the only disappointments he has is the failure of the city of Richmond to join the consolidation. Second, the warranties on the current Motorola products prohibited an immediate move into the new 911 center, hence the wait until late 2009. The major resistance from Richmond seemed to center on possible loss of jobs, says Mayor Connelly. There were also issues of compatibility of software for the Mobile Data Terminals between the county and Berea, who are on one system, and the city of Richmond which operates on a different program, despite early efforts to have compatible systems.

The move also allows for us to upgrade our protocols, and decision in regards to emergency medical dispatching, explained Mayor Connelly. The mayor also explained that he hopes the consolidation will address other issues, such as better coordination of addressing and naming of streets. When asked about job losses during the consolidation, Mayor Connelly explained that no jobs were cut. “There were some personnel who were retained for record keeping on our request,” Says Mayor Connelly, “While others choose not to take the position offered them in the consolidated dispatch, but no one was laid off.” As far as Richmond dispatch personnel, should they chose to join, not enough information was provided to the board to be able to answer factually if any layoffs would occur. “Every effort would be made to allow the Richmond folks to keep their jobs,” explains Mayor Connelly, “and in the case of over staffing, I would move to allow attrition to solve the problem before laying anyone off.”

This literature review influenced this author’s research in several ways. Advantages identified in the literature review helped to pose interview questions, and the reponses to

questions during the interviews brought about new ideas and this author went back in research mode to try and correlate them with outside sources. Similarly, concerns brought up by the city of Richmond in the articles also brought about a second round of searching for further sources which shared their concerns. The interviews revealed several items on which further research could be performed specific to this instance, such as the 911 call volumes of each center, number of transfers between the centers, and number of landlines (to reveal funding capabilities) per municipality. This author perceived more disadvantages would be identified, and this author again attempted to correlate those situations.

Procedures

Several approaches were used to gather resources for this Applied Research Project. The first was key word searches of library, web site, and online databases. The second was a questionnaire distributed by email amongst emergency services agencies in the Commonwealth of Kentucky. This was achieved by using a survey service titled www.surveymonkey.com.

A search for resources occurred at the National Fire Academy's Learning Resource Center (LRC), during July 2008 and by internet access at later dates. The LRC's card catalog was searched using key word phrases including terms such as Unified Dispatch, Combined Dispatch, Unified 911, and Unified Communication Centers. Limitations noted was that despite efforts to find information on consolidation outside of emergency services, very little information was found that showed advantages, disadvantages, and sources of resistance. This was a surprise to this author.

Searches of several emergency services websites were performed. These included www.firehouse.com, www.fireengineering.com, www.firechief.com, and www.emsresponder.com. Searches were performed using numerous internet search engines.

Those utilized included www.google.com, www.dogpile.com, and www.altavista.com. These resources were given search phrases including terms such as Unified Dispatch, Combined Dispatch, Unified 911, and Unified Communication Centers. Limitations included the number of applicable sources, especially in terms of disadvantages and reason for resistance.

The College of Justice and Safety Library, located at Eastern Kentucky University (EKU) in Richmond, Kentucky, was also searched. Specifically, a key word search of the card and periodicals owned or accessible through the library was performed using key word phrases including terms such as Unified Dispatch, Combined Dispatch, Unified 911, and Unified Communication Centers. Limitations noted was that despite efforts to find information on consolidation outside of emergency services, very little information was found that showed advantages, disadvantages, and sources of resistance, and the number of sources addressing the topic.

A search of multiple research databases was performed through the ECU College of Justice and Safety library. These databases can be accessed online at the link <http://www.library.eku.edu/new/index.php>. Specifically, Academic Search Primer, Newsbank, ARTstor, Proquest Databases, were all queried with the key phrases Unified Dispatch, Combined Dispatch, Unified 911, and Unified Communication Centers. Limitations again were centered on the content and number of useable source.

The questionnaire was performed through the online service www.surveymonkey.com. Out of 414 emails requesting participation, 137 responses were received and are documented in Appendix A. The Questionnaire contained 10 questions pertaining to the current state of dispatching in regards to unification. Notification of the questionnaire was sent out to emergency services in each county of the Commonwealth of Kentucky. The questionnaire

responses, with questions, and emailing list is included as appendix A of this ARP. The limitations were that not every county was represented, and a few of the emails to notify the responders of the questionnaire were returned.

Interviews of the stakeholders involved were performed to ascertain the current state of the process and where current decision makers stand. The interviews are documented in Appendix B, and include the questions used to guide the interview, the names, titles, and contact information of those who submitted to or this author attempted to interview. Audio recordings were made of all interviews, and are available from this author, or on the disk provided the National Fire Academy's EFO Program. Limitations were the inability to interview the mayor and city commissioners of Richmond, despite several attempts. This author won't elaborate on the reason for this, but those interviewed and sought for interviews are listed with their contact information in Appendix B

Results

The results from this authors first question seemed uniform in the need to bring the stake holders together early in the process. Madison County Judge Executive Clark stated that is was not the politicians, but "The people who know what's going on need to sit down and make a decision", (Foreman 10-21-2006). Robertson (2008) identified the need for early planning, and identification of stake holders so they can be fully informed. Such was the plan for unification in Westchester County, NY, where Kelly (2001) again listed the first step as identification of stake holders from the various agencies to work together from the beginning. Carless (2008) also reported this approach for the city of Chicago in their consolidation efforts. This was also the approach the County of Allen, and city of Fort Wayne, Indiana took by gathering former directors from the respective segregated dispatch systems to review their merger plans, reported

Gregory (2008). It was also the approach that Washington, D. C. took in developing their new Unified Communications Center according to Erich (2008).

The questionnaire distributed through the Commonwealth of Kentucky by this author, and located as Appendix A, showed that 74.6% of respondents had one unified location which dispatched calls for their entire county. 68.7% of respondents reported unified dispatching was implemented, with 14.9% saying it was planned or in process, and 16.4% remarking it was not yet considered. In regards to resistance, 40.7% reported the resistance was due to loss of control of money and E-911 tax dollars. Loss of power or control was listed second at 27.9%. Politics was third at 20.9%, with turf war rounding out the responses at 10.5%.

Also of interest to this author was to address any disadvantages to having more than one dispatching center. Responses of 69.2% identified duplicated dispatching of agencies, or the dispatching of two separate agencies, unbeknownst to one another, to the same call unnecessarily. Another 42.3% cited dropped calls during transfer between dispatch centers as a problem they had experienced. Finally, 19.2% stated that vehicle accidents had occurred during duplicate response, involving both responding agencies.

The Final questions of the questionnaire centered on interoperability of communications, with 60.0% said Emergency services agencies could talk directly between one another. Approximately 19.3% responded they had no way to talk to other agencies. Another 12.6% stated that they had the technology to cross patch and talk to other agencies with ease (less than 5 Minutes set), with 8.1% saying it would take five or more minutes to patch between agency frequencies.

Disadvantages of a unified dispatch center were examined, with Lichtenstein (1998) listing survivability during and after disaster, and the need for a back up location in case of loss

of the primary center. FEMA (2003) recognizes this disadvantage and addressed this by providing guidance on assessing vulnerability to the hazards faced by the facility. Fear of the loss of jobs, loss of direct control, knowledge of the agencies specific procedures, and loss of personalized service to citizens was identified by Chief Brumley (personal communications, January 8 2009) as some disadvantages.

Bryant (personal communications, January 9, 2009) points out that without consolidation, lives are lost, with coordination and accountability being inefficient. Lynch reported that with the current system, the Richmond dispatch center only received landline, and all cell phones go to the EOC, requiring transfer (personal communication, January 8, 2009). Consolidation would eliminate this disadvantage of the current system. EMS Director Coyle identifies that the county had triplicate funding effort occurring, costing the tax payers unnecessarily before unification (personal communication, January 8, 2009). Mayor Connelly states the only disadvantage to the current system in the county is it's lacking of the city of Richmond (personal communication, January 8, 2009).

Advantages to consolidation were also researched, with Lichtenstein (1998) reporting a 85% reduction in manpower, less physical space, reduced call load per dispatcher, and elimination of transfers, dropped calls during transfers, and better service to citizens and responders. Chief Brumley, Mayor Connelly, and Carlos Coyle echoed Lichtenstein (1998) with elimination of call transfers, dropped calls, and enhanced coordination being advantages (personal communications, January 8 and 9, 2009).

Foreman (1-20-2007) reports that consolidation will enhance service by reducing call transfers, enhancing coordination between responders, and reducing future costs, with Berea Mayor Connelly confirming that the city of Berea now saves approximately \$412,000 per year

(personal communication, January 8, 2009). Lynch and Richards both agree that better accountability and enhanced coordination now occurs during the day to day operations, due to the consolidation (personal communication, January 8 and 10, 2009). Fox (2001) reported that calls are handled more efficiently and timely by eliminating transfers, with Director Lynch agreeing (personal communication, January 8, 2009). Campbell (1994) said consolidation enhances efficiency and effectiveness.

Johnson & Snook (1997) recognizes lowered costs associated with consolidation in any enterprise, with Arrington (2001) stating that anytime you combine duplicated services, a savings occurs. Directors Richards, Coyle, and Chief Brumley (personal communication, January 8 and 9, 2009) all describe cost savings as a big advantage. The pace at which technology is outdated, and the need to pay for those upgrades were a pre-unification concern, and consolidation has provided the means to meet new requirements related to cell phones. This funding comes from outside of the general funds of Berea and the county (personal communications, January 9, 2009). Shannon (8-4-2008) quotes Madison County Judge Executive Clark as pointing out that enhanced communications will save lives and property during disasters. Robertson (2008) identifies advantages such as money savings, increased life safety for citizens and responders, streamlining operations, and financial opportunities. Carl Richards's points out that consolidated centers are eligible for federal funding that non-consolidated systems are not (personnel communications, January 10, 2009). Brumley discloses that to this date 100% of the communications equipment in the county and all cities was provided by the CSEPP program, which has stated that they will no longer fund, and consolidation provides that funding (personal communications, January 9, 2009).

Streamlined operations, such as having the dispatcher within ear shot of each other, uniform operating procedures and enhanced training are another advantage found during the partial consolidation, reports Lynch, Richards, Coyle, and Brumley (personal communications, January 9, 2009). Participation of more trained dispatchers in community wide disaster and CSEPP drills, resulting in better preparedness, is another advantage states Richards, Bryant, and Coyle (personal communications, January 8 and 10, 2009).

Buckley (1993) reported that political and public support are essential ingredients, but can also be sources of resistance. Robertson (2008) explained that stakeholders must be fully informed about the benefits, or consolidation will not be easy to implement. Decision makers must have equal say, and cross agency egos and politics can easily derail the process. Junell (1991) described that the mere appearance of loss of control or loss of aspects of their culture or threats to heritage or tradition will cause withdrawal from the process.

Other sources of resistance include politics, says Lewis (2006), reporting the main reason the city is at an impasse on this issue is politics over money and control. The city of Richmond also expressed concern over the forming of an independent board (Shannon 4-26-06) with Commissioner Brewer refusing to support any board, or any dispatch move out of city hall (Foreman 10-21-06). Foreman (10-21-2006) and EMA Director Richards (personal communications, January 10, 2009) agrees that not understanding the funding sources and costs of consolidation, and the spreading of misinformation, intentional or otherwise, caused resistance.

Another point of resistance identified by Commissioner Brewer (Shannon 8-24-06) concerning walking away from perceived investments in the communication system made by the city of Richmond. Brumley, Richards, Coyle and Lynch (personal communications, January 8

and 9, 2009), all identified possible loss of jobs as a source of resistance of Richmond, with Commissioners Jones, Brewer, and Richmond city manager David Evens questioning how this would be handled (Foreman, 3-14-2008). Resistance also occurred due to upcoming elections, which put talks on hold (Foreman 7-20-07).

Discussion

The resistance to consolidation by the city of Richmond severely hampers the safety of first responder's county wide during day to day operations and especially during large scale emergencies. If a caller contacts the Richmond dispatch center for an incident in the White Hall or Madison County Fire District, they will first have to explain the problem to the Richmond dispatcher. This causes a delay in the gathering of that information which is of no use to that center as they must transfer the call. Every second is critical to a positive outcome.

A person in an emergency is going to be emotional, and may become frustrated and hang up, as they do not understand the dispatching system here, especially why they have to explain themselves. Second, if the call is dropped or the person hangs up during transfer, information may be omitted or not collected that is vital to the safety of the citizen or responders. For instance, a person trapped in a fire may not be over come just yet, but may collapse during the time it takes to transfer the call.

Unfortunately, should a firefighter or police officer need an ambulance in the city of Richmond, they would need to radio into the city center, and explain the situation. The dispatcher would then call the combined 911, and repeat the situation. This again causes critical delay in the dispatching of resources, and every time a message is passed along from person to person, minute, unintended changes can occur, and seemingly small facts can be omitted.

This research project clearly shows that the current dispatch system in Madison County, although greatly improved, does not serve the citizens, responders, or the visitors in a safe, effective and efficient manner. This is due to the resistance of the city of Richmond to consolidate. For instance, if a medical emergency occurs in the city hall chambers, and a landline 911 call is made, that call must first go to the city of Richmond dispatch center relocated one floor below. The caller must then explain the situation, and be told after one to two minutes of giving information to please hold while they are transferred to the combined 911, and to someone who can actually provide pre-arrival care instructions and dispatch the Ambulance. Also, due to the cities inability to receive cell phone 911 calls, a similar delay with transfers is involved should you need a Richmond public safety agency.

Additionally, the need for coordinated response is critical as Madison County is a CSEPP community, facing the threat of an epic manmade disaster that sits right on the city limits of Richmond. The county is also split north to south by Interstate 75, and a CSX inc. rail line which passes through the heart of Richmond. This is in addition to several large industrial facilities, including a Sherman Williams plant. Natural disasters also occur, with this community facing tornadoes, flooding, and sitting on the new Madrid fault line, a 100 year fault line that is approximately 30 years overdue.

Robertson (2008), Kelly (2001), Carless (2008), Gregory (2008), Brumley (personal communication January 8 2009), and Erich (2008) all identified the best approach to consolidation was to gather the stake holders, and to work together openly, with the drive being a more effective, efficient and enhanced service to the community. This approach must be revitalized in an effort to achieve full consolidation for Madison County.

Throughout the state of Kentucky, a questionnaire showed that (out of 137) 75 percent of respondents operate under a unified system, and 14.9 percent were in the process or had plans to achieve consolidation. In regards to resistance, 40.7% reported the resistance was due to loss of control of money and E-911 tax dollars. This financial concern was also noted by Shannon (8-24-06). Loss of power or control was listed second at 27.9%, and reported by Foreman (10-21-06) and Brumley (personal communications January 9 2009). Politics was third at 20.9%, with Buckley (1993), Lewis (2006) and Bryant (personal communication, January 8, 2009) agreeing. Also, turf war rounded out the questionnaire responses on this topic, at 10.5%. Brumley, Richards, Coyle, Lynch (personal communications, January 8 and 9, 2009), and (Foreman, 3-14-2008) reported that possible job losses as a central point of resistance from the city of Richmond. Junell (1991) posed that any appearance of loss of control, culture, or heritage would spawn resistance.

Although each of these issues of resistance has some basis in fact, open honest dialogue must occur to prevent these stumbling blocks from preventing the process from continuing and must be addressed. The questionnaire showed 74% of Kentucky counties that responded to the questionnaire have consolidated. This should allow for an acceptable model to follow in regards to making consolidation successful. Politics should have no part in this process, and I agree with Judge Clark, who was correct when he said that we must get the people, who know what is going on, together.

The disadvantages to having more than one dispatching center were the subject of the next request for information in this questionnaire. In the questionnaire, 69.2% identified duplicated dispatching, 42.3% cited dropped calls during transfer and 19.2% stated that vehicle accidents had occurred during duplicate response, involving both responding agencies. Bryant

(personal communications January 9 2009) points to lack of coordination, accountability, and life safety. Lynch stated that having a dispatch centers that only received landline, requires transfers of calls, resulting in delays and dropped calls (personal communication January 8 2009). EMS Director Coyle (personal communication January 8 2009) identifies the cost to the tax payers of duplicated system. These findings must be provided to the city of Richmond to assist in their decisions making process, to lessen the loss of life and property, and unnecessary expenses.

The advantages to consolidation are numerous. Shannon (8-4-2008), Chief Brumley, Mayor Connelly, Director Coyle (personal communication, January 9 and 10, 2009) Lichtenstein (1998) and Roberts (2008) reported reduction in manpower, physical space, call load, and elimination of transfers, dropped calls and streaming for better service to citizens and responders. Berea Mayor Connelly, Director's Lynch and Richards (personal communications, January 8, 2009) and Foreman (1-20-2007) reports that consolidation enhances coordination between responders, and reduced future costs.

Director Lynch (personal communication, January 8, 2009), Campbell (1994), and Fox (2001) consolidation enhances timeliness, efficiency and effectiveness. Better prepared and trained dispatchers is another advantage reaped by consolidation states Richards, Lynch, Bryant, and Coyle (personal communications, January 8, and 10 2009). Richmond should join the county in reaping the advantages outlined above. These improvements affect day to day users, such as citizens who are in their moment of crises, and the safety and effectiveness of responders in their ability to quickly respond and get the situation under control.

Johnson & Snook (1997), Arrington (2001), Director Richards, Director Coyle, and Chief Brumley (personal communications, January 9, 2009) and Robertson (2008) all describe cost savings consolidation can or has provided, with the county and Berea now saving approximately

\$800,000 annually. Carl Richards (personnel communications, January 10, 2009) pointed out that consolidated centers are eligible for federal funding, with Brumley (personal communications, January 9, 2009) disclosing that to this date, 100% of the communications was provided by the CSEPP program, which is no longer available, and consolidation provides that funding.

When full consolidation occurs, the duplication that is still going on will be eliminated, which in turn lessens the strain on the operating budget of the city of Richmond, and eases the tax burden of the citizens who are paying the price for a duplicated service. Additionally, if Richmond stays on their own, they will face replacement costs of communications equipment, with no further help from the CSEPP program. The equipment purchase that occurred in 2003 was in excess of 1.6 million dollars (Richards, personal communication, January 10, 2009)

Disadvantages to unification were researched with Lichtenstein (1998) listing survivability, along with FEMA (2003). A loss of direct control, knowledge of the agencies specific procedures, and loss of personalized service to citizens was identified by Chief Brumley Mayor Connelly states the only disadvantage is missing a key municipality (personal communication, January 8, 2009). All of these disadvantages have been easily addressed in the current consolidation, to the betterment of responders and citizens. The only disadvantage that hasn't been addressed, that was noted by this author, was the lack of the city of Richmond's participation in the consolidation. This is clearly beyond the control of all but the leadership of the city of Richmond.

Any attempt to consolidate must center on a strong core of stake holders beginning from day one. Research must occur of what others have done in similar situations, and the laws of the state in which you operate in. Specifically, one must focus on what others have done to make

consolidation successfully, what are the advantages they reaped, disadvantages they experienced, and how are some people resistant to mergers and why. A successful merger is dependent on clear, open and honest communication. Additionally, as recognized by Brumley, Lynch, Coyle and Bryant (personal communications, January 8 and 10, 2009) cross training must begin the very instant one sees a merger is going to be successful, in order to maintain the level of service in place before a unification occurs. This is an essential ingredient to success.

Recommendations

Recognizing their enormous achievements to date, the 911 board must continue its efforts to include the city of Richmond in the consolidated dispatch effort. The stake holders need to be identified, and brought together yet again to open dialogue with the city of Richmond, in order to answer all their concerns. This process is dependent on two way communications. The 911 board now has almost two years of statistics and learning to bring to the table. Further, this consolidation is critical in order to provide the best possible services to all citizens, visitors and public safety agencies in the Madison County area.

In conclusion, the factors affecting this situation are not uncommon, and solutions have been found by others with the same reason of resistance. Further research of these topics is need by direct communications with the city of Richmond to identify their reasons for resistance. Interviews, with the mayor and city commissioners of Richmond is an essential part of any further research of this specific situation. This is documented in appendix B Further research needs to include these unachieved interviews of the city of Richmond elected officials, which are listed in Appendix B. Additional research topics should include the 911 call volumes of each center, number of transfers between the centers, and number of landlines (to reveal funding capabilities) per municipality.

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Appendix A

The Case for Centralized Dispatching

1. What County in the Commonwealth of Kentucky is your agency located?		
	Response Percent	Response Count
Not from Kentucky <input type="checkbox"/>	0.7%	1
Adair <input type="checkbox"/>	0.7%	1
Allen	0.0%	0
Anderson <input type="checkbox"/>	0.7%	1
Ballard <input type="checkbox"/>	0.7%	1
Barren	0.0%	0
Bath <input checked="" type="checkbox"/>	2.2%	3
Bell	0.0%	0
Boone <input checked="" type="checkbox"/>	2.2%	3
Bourbon <input checked="" type="checkbox"/>	1.5%	2
Boyd <input checked="" type="checkbox"/>	1.5%	2
Boyle <input checked="" type="checkbox"/>	1.5%	2
Bracken	0.0%	0
Breathitt <input type="checkbox"/>	0.7%	1
Breckinridge	0.0%	0
Bullitt	0.0%	0
Butler	0.0%	0
Caldwell <input type="checkbox"/>	0.7%	1
Calloway <input type="checkbox"/>	0.7%	1
Campbell <input checked="" type="checkbox"/>	3.0%	4
Carlisle <input type="checkbox"/>	0.7%	1
Carroll <input type="checkbox"/>	0.7%	1
Carter <input checked="" type="checkbox"/>	1.5%	2
Casey	0.0%	0

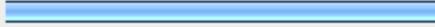
Christian	■	2.2%	3
Clark	□	0.7%	1
Clay	□	0.7%	1
Clinton		0.0%	0
Crittenden		0.0%	0
Cumberland		0.0%	0
Daviess	■	2.2%	3
Edmonson	□	0.7%	1
Elliott	□	0.7%	1
Estill	■	1.5%	2
Fayette	■	1.5%	2
Fleming		0.0%	0
Floyd		0.0%	0
Franklin		0.0%	0
Fulton	■	5.9%	8
Gallatin		0.0%	0
Garrard		0.0%	0
Grant	■	1.5%	2
Graves	■	1.5%	2
Grayson		0.0%	0
Green		0.0%	0
Greenup	□	0.7%	1
Hancock		0.0%	0
Hardin	■	2.2%	3
Harlan	□	0.7%	1
Harrison	□	0.7%	1
Hart	□	0.7%	1
Henderson	□	0.7%	1

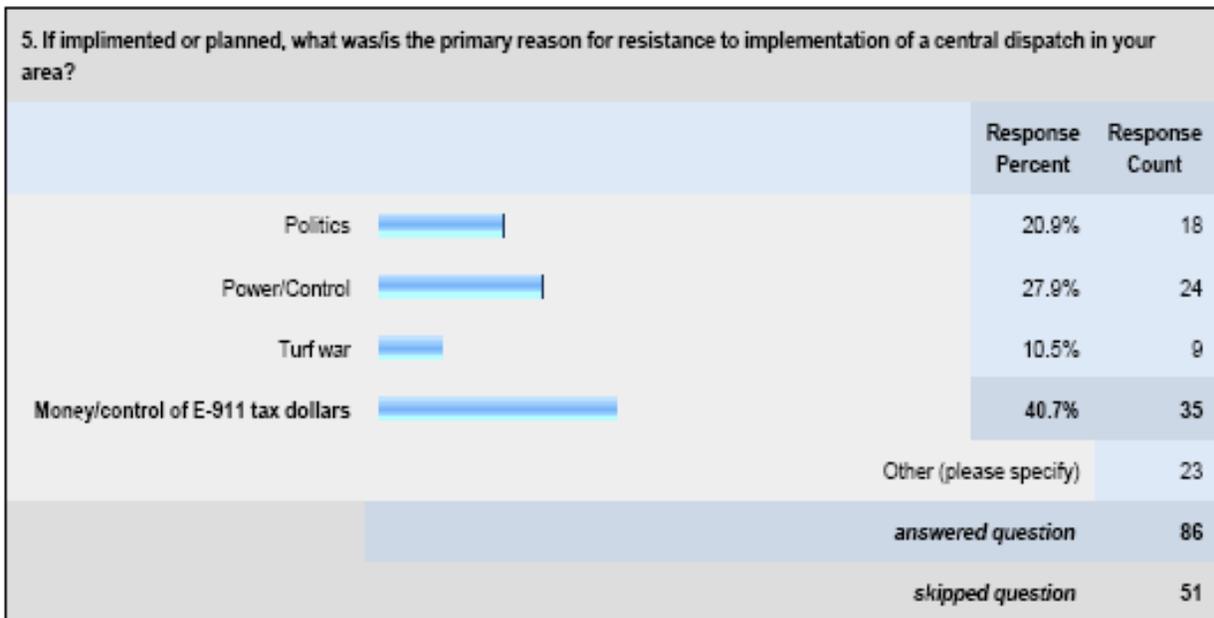
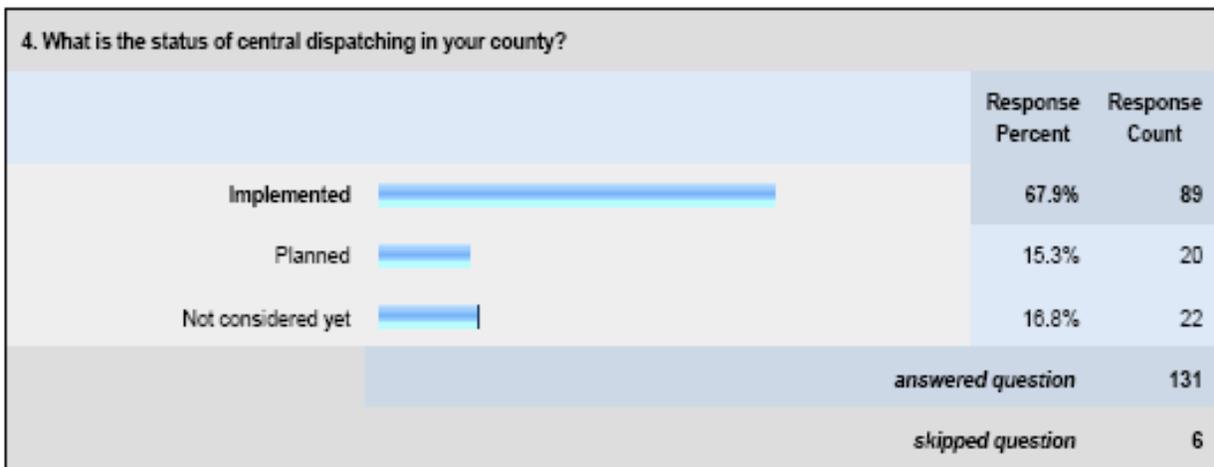
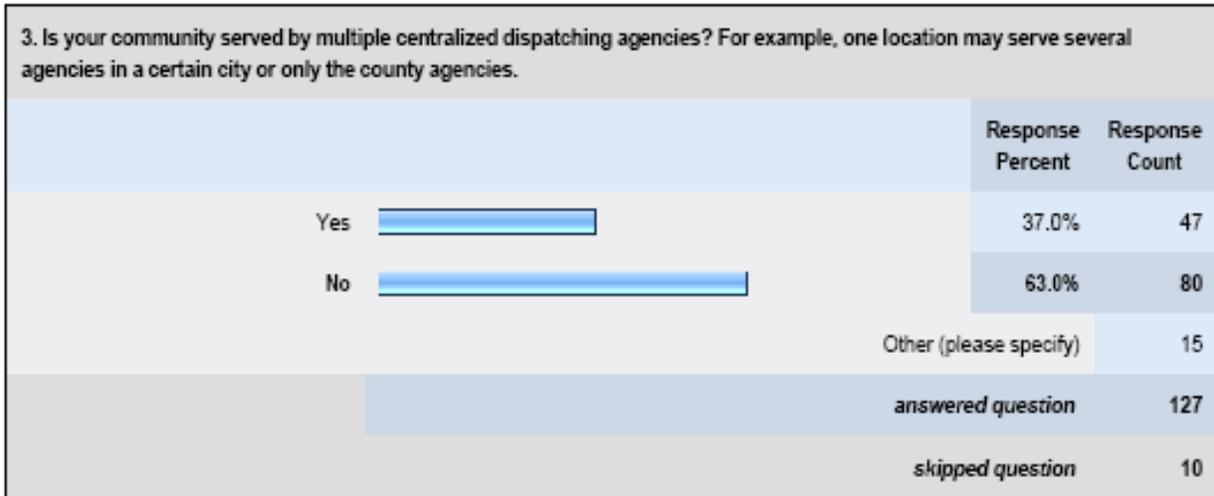
Henry	0.0%	0
Hickman	0.0%	0
Hopkins	0.0%	0
Jackson	0.0%	0
Jefferson 	3.0%	4
Jessamine 	2.2%	3
Johnson 	0.7%	1
Kenton 	3.0%	4
Knott	0.0%	0
Knox	0.0%	0
Larue	0.0%	0
Laurel 	0.7%	1
Lawrence	0.0%	0
Lee	0.0%	0
Leslie 	0.7%	1
Letcher 	0.7%	1
Lewis 	0.7%	1
Lincoln	0.0%	0
Livingston	0.0%	0
Logan	0.0%	0
Lyon	0.0%	0
Madison 	3.0%	4
Magoffin	0.0%	0
Marion 	0.7%	1
Marshall 	3.7%	5
Martin	0.0%	0
Mason	0.0%	0
McCracken 	3.0%	4

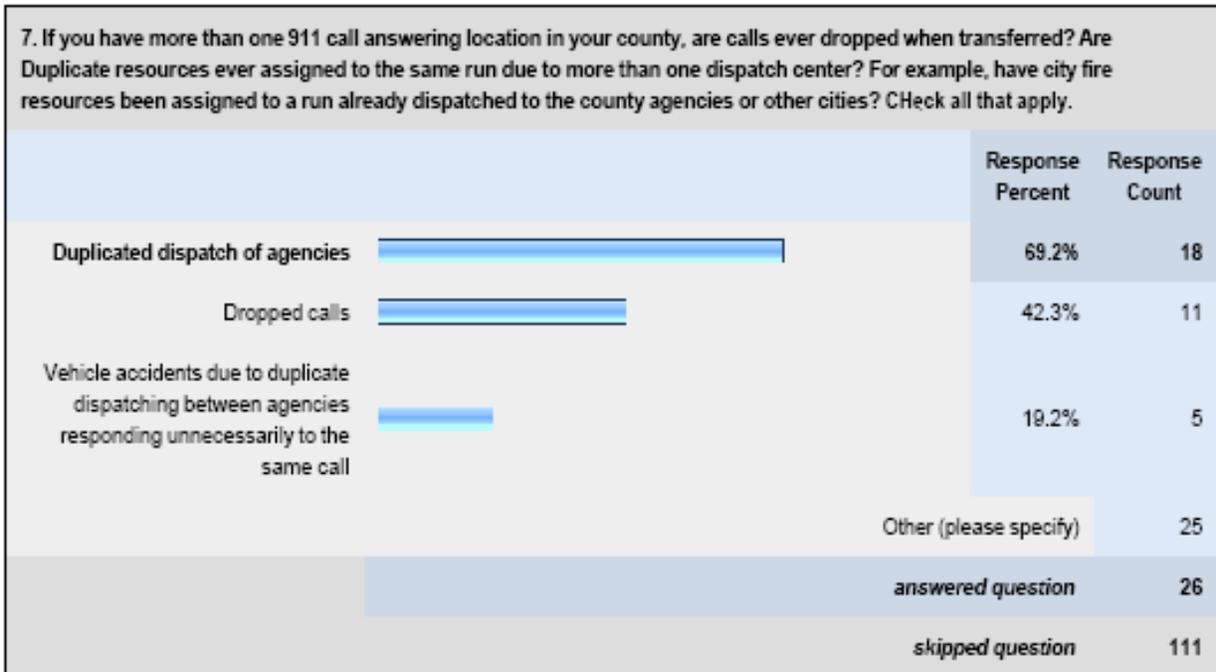
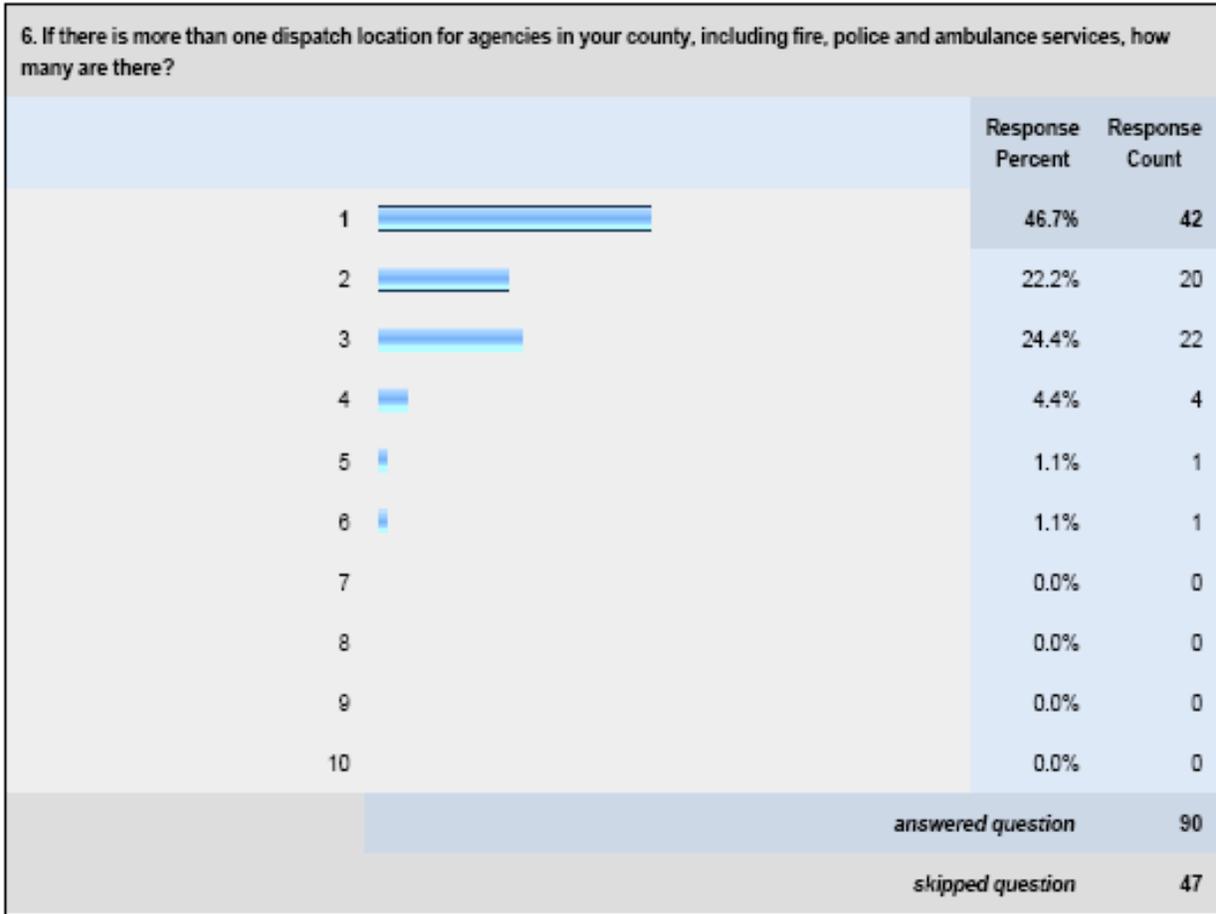
McCreary	0.0%	0
McLean	0.0%	0
Meade	0.0%	0
Menifee	0.0%	0
Mercer	0.0%	0
Metcalfe	0.0%	0
Monroe	0.0%	0
Montgomery	2.2%	3
Morgan	0.7%	1
Muhlenburg	1.5%	2
Nelson	0.7%	1
Nicholas	0.0%	0
Ohio	0.0%	0
Oldham	0.7%	1
Owen	1.5%	2
Owsley	0.7%	1
Pendleton	0.0%	0
Perry	0.7%	1
Pike	2.2%	3
Powell	0.7%	1
Pulaski	3.0%	4
Robertson	0.0%	0
Rockcastle	0.0%	0
Rowan	3.7%	5
Russell	0.0%	0
Scott	1.5%	2
Shelby	2.2%	3
Simpson	0.7%	1

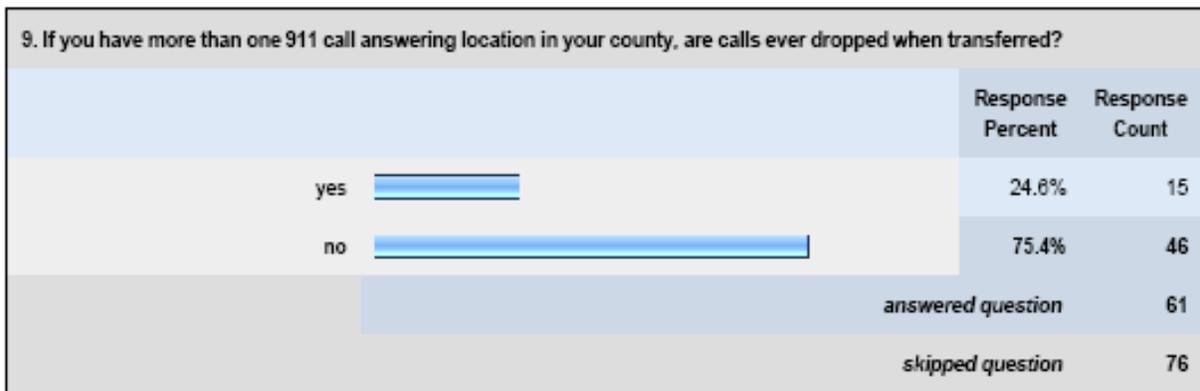
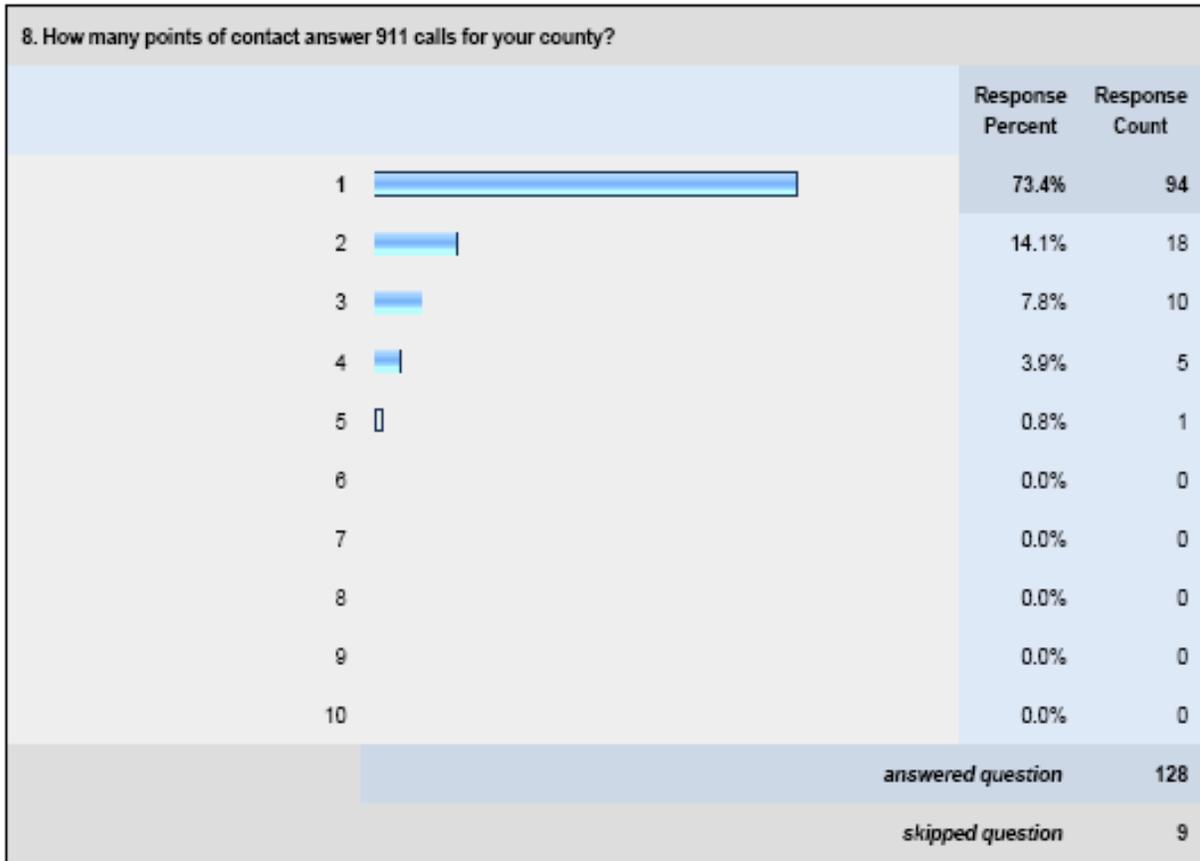
Spencer		0.0%	0
Taylor	<input type="checkbox"/>	0.7%	1
Todd		0.0%	0
Trigg	<input type="checkbox"/>	0.7%	1
Trimble	<input type="checkbox"/>	0.7%	1
Union	<input type="checkbox"/>	0.7%	1
Warren	<input checked="" type="checkbox"/>	4.4%	6
Washington	<input type="checkbox"/>	0.7%	1
Wayne		0.0%	0
Webster		0.0%	0
Whitley		0.0%	0
Wolfe	<input type="checkbox"/>	0.7%	1
Woodford	<input type="checkbox"/>	0.7%	1
<i>answered question</i>			135
<i>skipped question</i>			2

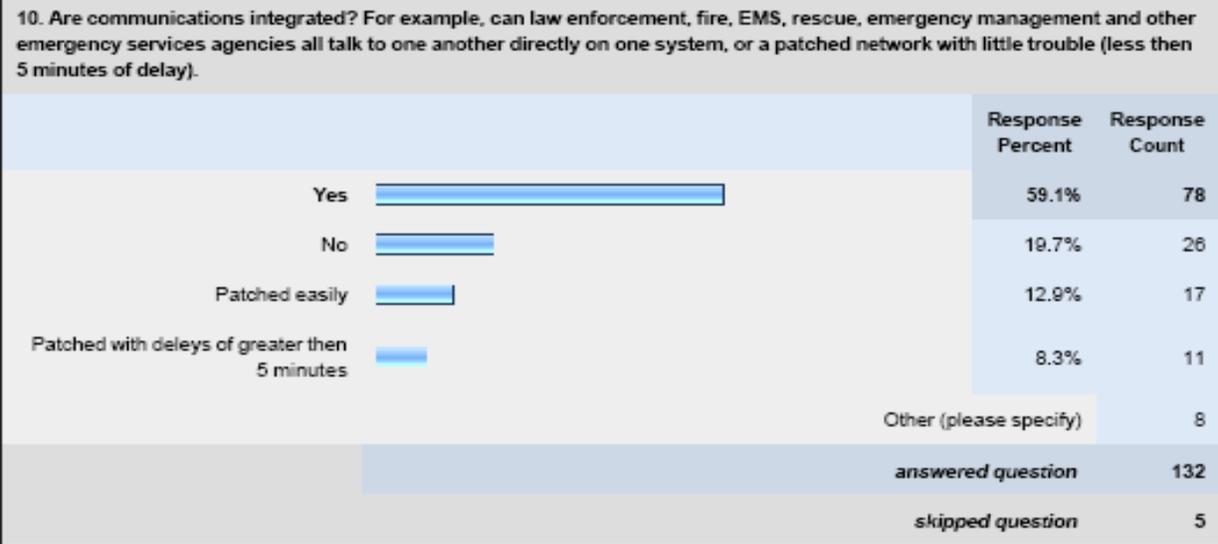
2. Is your area served by one central dispatch service including fire, police and ambulance services?

	Response Percent	Response Count
Yes 	74.0%	97
No 	26.0%	34
<i>answered question</i>		131
<i>skipped question</i>		6









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 rwood793@worldnet.att.net; dewaynearedmon@hotmail.com; emgc@bgtelco.com;
 gcema154@windstream.net; greenupoem@zoominternet.net; ema@hancockky.us;
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 lori.king@us.army.mil; jere.mccuiston@us.army.mil; gary.fancher@us.army.mil;
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 roy.benge@us.army.mil; jerry.rains1@us.army.mil; don.franklin2@us.army.mil;
 steve.oglesby@us.army.mil; john.bastin@us.army.mil

Kentucky Ambulance Providers Association

Service Name	Email
911 Billing Service & Consultants, LLC	lbasham@911billing.net
Adair County Ambulance Service	adaircoems@alltel.net
Alexandria Fire District	jpohlman@alexandriaky.gov
Allen County Ambulance Service	allencountyems@yahoo.com
Allen's Ambulance Service Inc.	golfdude@prtcnet.org
Appalachian 1st Response	blball@suddenlinkmail.com
Ballard County EMS	bcems@brtc.net
Bell County EMS	bellcountyems@gmail.com
Boyd County EMS	bcems1@alltel.net
Boyle County EMS	bcems802@bellsouth.net
Bracken County EMS	aperkeems@yahoo.com
Breckinridge Central Ambulance Service, Inc.	colonel_rhs@yahoo.com
Bullitt County Ambulance Service	mikedphillips@alltel.net
Burlington Fire Protection District	jbarlow@burlingtonkyfire.org
	csnyder@burlingtonkyfire.org
Caldwell County EMS	caldwell.ema@pepb.net
Campbell County Fire District # 1	dley@insightbb.com
Campbellsville-Taylor County Rescue	ctcdirector@kyol.net
Carlisle County Ambulance Department	wfloyd@falaxycable.net
Carroll County EMS	edwebb@ccem.net
Carter County Emergency Ambulance Service	carterems@windstream.net
Casey County Ambulance Service	caseycountyems@yahoo.com
Central Campbell County Fire District	jerry.snadfoss@cccfd.org
Cincinnati / N Kentucky International Airport	hayes@cvgairport.com
City of Fort Wright Fire/EMS	sschewe@fortwright.com
City of Paintsville Fire - Rescue - EMS	bobdixon@cityofpaintsville.net
City of Pikeville Ambulance Service	dhamilton@pikevillecity.com
City of Taylor Mill Fire / EMS	mreilly5@zoomtown.com
Community Methodist Hospital Ambulance Service	tmahone@methodisthospital.net
Crittenden County EMS	jivy@crittenden-health.org
Cumberland Gap Tunnel Authority	kkchadwell@vaughnmelton.com
DHP Inc. dba DHP Ambulance Service	ekems@suddenlinkmail.com
Edmonson County Ambulance Service	ecas@mchsi.com
Erlanger Fire / EMS	djsparks@ci.erlanger.ky.us
Estill County EMS	ecems@irvineonline.net
Fleming County EMS	director@flemingems.com
Florence Fire / EMS	joy.cutter-mcvay@florence-ky.gov
Fort Thomas Fire Department	mbailey@ftthomas.org
Frankfort Fire & EMS	wbriscoe@frankfort-ky.gov
Georgetown-Scott County EMS	875p@gscems.com
Green County Ambulance Service	mnedwards@alltel.net
Hart County Ambulance Service, Taxing District	hartems@scrtc.com

Hopkinsville Christian County Ambulance Service	tbeach@hopkinsvilleky.us
Jackson County Ambulance Service	jcambulance@prct.net
Jessamine County EMS	hatfield_40444@yahoo.com
Johnson Life Care Ambulance	
Knox County Ambulance Service	mike202us@yahoo.com
Lexington Fire & Emergency Service	gribbinm@lfd.lfucg.com
Livingston County EMS	trudolph@livingstoncoky.com
Ludlow Fire Department	
Lyon County Ambulance Service	lyoncoambulance@bellsouth.net
Madison County EMS	ccoyle@mcems.com
Marion County EMS	mcems@alltel.net
Marshall County EMS	mcems@newwavecomm.net
Maysville - Mason County EMS	ebach@maysvilleky.net
McLean County EMS	johnsontroy@air-evac.com
Meade County Ambulance	meadeems@bbtel.com
Medical Center EMS, LLC	jrfathbruckner@mcbg.org
Medical Claims Assistance, Inc.	michellemays@mcavw.com
Mercy Ambulance Service, Inc.	melodylsv@aol.com
Mercy Regional EMS, LLC	jlocke@mercyregionalems.com
Methodist/Union County Ambulance Service	dpowell@methodisthospital.net
Middlesboro Fire Department / Ambulance Service	twilder@newwavecomm.net
Morehead - Rowan County EMS	moreheadrowancoems@yahoo.com
Morgan County Ambulance Service	mcasdir@mrtc.com
MTS Ambulance	chuckwilliams@mtsambulance.com
Muhlenberg Community Hospital EMS	twalker902@msn.com
Murray-Calloway County EMS	jgorrell@murrayhospital.org
Nelson County EMS	ncemsjoe@aol.com
Net Care Ambulance Service	netcareamb@suddenlinkmail.com
Northern Pendleton Fire District	northernchief@fuse.net
Ohio County EMS	mbarnett@ohiocoems.com
Oldham County EMS	michellene@oldhamcountyems.com
Paris-Bourbon County EMS	Kmorris@parisfd.com
Pendleton County EMS, Inc.	
Point Pleasant Fire Protection District	m.giordano@pointpleasantfire.org
Portsmouth Ambulance Service	gregorypriddy@urgentcareems.net
Rockcastle County Ambulance Service, Inc.	rcas@desingandservice.com
Rural / Metro	chris_katsowlis@rmetro.com
Rural / Metro Ambulance	Lonnie_Hudgins@rmetro.com
Russell County Ambulance Service	director@rcems.com
Ryland Heights Vol. Fire & Community Life Squad	joyceems@aol.com
Shelby County EMS	steve.wortham@shelbycountykentucky.com
Spencer County Ambulance Service	darrellstevens@spencercountyky.gov
Stanford EMS	stanford152@hotmail.com
Todd County EMS	tcems@mchsi.com
TransCare of Kentucky, Inc.	dgraham@transcare-kentucky.org
Tremble County EMS	trcem8301@yahoo.com

Twin City Ambulance Service
Union Emergency Services
Vanderbilt LifeFlight
Washington County EMS
Wayne County EMS
West Lincoln County EMS, Inc.
Winchester Fire - EMS
Wolfe County Ambulance Service
Yellow Ambulance of Bullitt County
Yellow Ambulance of Daviess County
Yellow Ambulance Service

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tdossett@loutrnas.com
shonckebury@loutrans.com

Appendix B

Interview Questions for ARP

W. Hicks

What are the advantages of having a unified dispatch approach?

What are the disadvantages of having unified dispatch?

What are the current reasons for resistance to a unified dispatch system in Madison County?

Are calls every dropped during transfer from city of Richmond to ECO?

How much of a time delay does a transfer cause?

Are responses every duplicated due to separate dispatching points for the city and county?

Have there ever been any vehicle accidents due to duplicated dispatching of agencies?

Documentation of Interviews

Successful Interviews

Wendy Lynch
Director, Madison County Consolidated 911
560 S. Keenland Dr
Richmond, KY 40475
859-624-4774
Interview occurred on January 8, 2009.

Carlos Coyle
Director, Madison County Ambulance Service
556 S. Keenland Dr.
Richmond KY 40475
859-623-5121
Interviewed occurred on January 8, 2009.

Michael Bryant
Director, Chemical Stockpile Emergency
Preparedness Program
560 S. Keenland Dr.
Richmond, KY 40475
859-624-4787
Interview occurred on January 8, 2009.

Steve Connelly
Mayor, City of Berea
212 Chestnut St,
Berea, KY 40403
859-986-8528
Interview occurred on January 8, 2009

Dwayne Brumley
Chief, City of Berea Police Department
304 Chestnut St.
Berea, KY 40403
859-986-8456
Interview occurred on January 9, 2009

Carl Richards
Director, Madison County Emergency Management Agency/CSEPP
560 S. Keenland Dr.
Richmond, KY 40475
859-624-4787
Interview occurred on January 10, 2009

Unsuccessful Interviews

Connie Lawson
Mayor, City of Richmond
239 W. Main St,
Richmond, KY 40475
859-623-1000

November 5, 2008 went to City hall to try and schedule contact. Left message at 1st floor information desk, as I was told no one was in that day for the mayors/commissioners office. I received no response.

December 15th, 2008 left phone message with front desk for mayor/commissioners office for any of them to call.

January 8 2009, walked directly to second floor into mayor's office. Made contact with Betty Houghton, administrative assistant to the mayor. She stated she had not received any of my other messages. She stated the mayor was booked thru February 2009. She suggested I send an email to her that she would distribute to the commissioners and mayor.

Mike Brewer
Commissioner, City of Richmond
239 W. Main St,
Richmond, KY 40475
859-623-1000

November 5, 2008. Went to City hall to try and schedule contact. Left message at 1st floor information desk, as I was told no one was in that day for the mayors/commissioners office. I received no response.

December 15th, 2008 left phone message with front desk for mayor/commissioners office for any of them to call.

January 8 2009, walked directly to second floor into mayor's office. Made contact with Betty Houghton, administrative assistant to the mayor. She stated she had not received any of my other messages. She suggested I send an email to her that she would distribute to the commissioners.

Robert Blythe
Commissioner, City of Richmond
239 W. Main St,
Richmond, KY 40475
859-623-1000

November 5, 2008. Went to City hall to try and schedule contact. Left message at 1st floor information desk, as I was told no one was in that day for the mayors/commissioners office. I received no response.

December 15th, 2008 left phone message with front desk for mayor/commissioners office for any of them to call.

January 8 2009, walked directly to second floor into mayor's office. Made contact with Betty Houghton, administrative assistant to the mayor. She stated she had not received any of my other messages. She suggested I send an email to her that she would distribute to the commissioners.

January 9 2009 sent commissioner Blythe an email on his ECU work email requesting to speak with him on this matter.

Kay Jones
Former Commissioner, City of Richmond
239 W. Main St,
Richmond, KY 40475
859-623-1000

November 5, 2008. Went to City hall to try and schedule contact. Left message at 1st floor information desk, as I was told no one was in that day for the mayors/commissioners office. I received no response.

December 15th, 2008 left phone message with front desk for mayor/commissioners office for any of them to call.

January 8 2009, walked directly to second floor into mayor's office. Made contact with Betty Houghton, administrative assistant to the mayor. She stated she had not received any of my other messages. She informed me that Kay Jones was not reelected.