

**Preliminary 9-1-1 Consolidation Plan for the Lane County Area  
As Required by the Oregon Legislature  
Adopted Final - July/August, 2002**

There are four Primary Public Safety Answering Points (PSAPs) in Lane County. Eastern Lane PSAP (Oakridge), Central Lane PSAP (Eugene), Western Lane PSAP (Florence) and South Lane PSAP (Cottage Grove). In accordance with HB3977, the administrators of the four Lane County PSAPs have met and developed this Preliminary Plan to consolidate 9-1-1 call taking at one location, Central Lane PSAP. While we do not support consolidation of 9-1-1 call taking as noted in attached addendum statements, we submit the following Preliminary Plan to the 2003 Legislative session.

This Preliminary Plan with Addendum Statements is being jointly submitted by the four Public Safety Answering Point User Boards of Lane County to meet State of Oregon legislative requirements. Our approval and submittal of this Preliminary Plan does not commit or bind the User Boards, Special Districts, Lane County City or County governments to funding implementation and ongoing operational costs or agreeing to the governance element. The funding and governance of a single PSAP to serve all of Lane County will require development of a detailed implementation plan with funding and governance elements. Only local and special units of government with budgeting and planning authority can commit to an implementation plan through intergovernmental agreement. This Preliminary Plan is being submitted as our best estimate of costs and service impacts for legislative review.

Governance

Central Lane PSAP is administered by the City of Eugene and is a section of the Eugene Police Department. Central Lane PSAP is governed by a user board per intergovernmental agreement with each user jurisdiction. The user board will expand to include one (1) representative from each of the three PSAPs. Current by-laws of the Central Lane PSAP Board will remain in effect until reviewed and approved by the expanded board.

Facility

Central Lane PSAP is currently housed in a 13,000 square foot communications building which began operations September 2000. A fully functional back-up center is housed at another location. The new facility, built to FEMA standards, has ample equipment room space, redundant network, phone, and radio systems, UPS, generator, and other back-up systems. This facility can house the consolidation of all 9-1-1 call answering in Lane County. However, the facility's current surplus capacity was intended to accommodate future growth in only the central Lane county area. Assuming responsibility for 9-1-1 call answering for all of Lane County will reduce the current facility and equipment's capacity to accommodate future growth. Current users will require new users to buy a portion of this capacity. One time costs associated with space/equipment buy-in are \$212,000.00. This is based on two staff positions at 200 sq. ft. each plus additional 10% for common areas multiplied by the construction/equipment cost per sq. ft.. The facility/equipment costs (\$5.2 million) divided by 13,000 sq. ft. equals \$400 per sq. ft.. The final formula looks like this  $\$400 \times (400 + 130) = \$212,000$ .

Additional Equipment

Consolidation of 9-1-1 call answering will impact equipment designed to receive and relay the 9-1-1 call. Central Lane would require one (1) additional phone trunk, minor re-configuration of the call receiving screen, an update of current mapping software (EML), and the placement of Computer Aided Dispatch or CAD A

receive only software/hardware in the three new secondary PSAPs. One time costs associated with telephone equipment are projected to be \$2,437.00. One time costs for CAD equipment and software are projected to be \$15,000.00.

If phone lines between Central Lane PSAP and the three new PSAPs are impacted (i.e., cut) radio equipment will need to be utilized in order to relay 9-1-1 calls to the appropriate dispatch agency. Projected one time costs are \$40,000.00.

### Personnel

Central Lane PSAP currently manages four hundred 9-1-1 calls per day. Present staffing levels will be able to handle the additional 9-1-1 calls per day currently received by the three PSAPs. No union issues are involved at Central Lane. Future staffing levels must be addressed as population numbers increase.

Each Primary PSAP has a service area well defined by geography, transportation and recreational corridors. Central Lane PSAP currently manages a 9-1-1 service area of 2,245 square miles and 270,000 citizens. Consolidation would expand the service area to 4,620 square miles and 323,00 citizens. The entire county geographic area includes 35 miles of coast line, 1.7 million acres of public land, 1.2 million acres of private land, and 4,300 miles of forest service roads. An intensive training program centered on geography and response agency would be developed. It is estimated that each employee would need eight hours of training to prepare for county-wide 9-1-1 call answering. The cost of such a training program for back filling would be \$3,500.00.

An administrative position responsible for issues involved with managing 9-1-1 operations county-wide would be added. A public education officer position would also be added to work with the public, public safety agencies, school districts, and others on how to properly use the 9-1-1 system. These two new positions would be funded using 9-1-1 revenues currently dedicated by the three PSAPs to fund their 9-1-1 services.

### Current and Future Cost Considerations

Prior 9-1-1 tax revenue growth was keeping pace with growing operational costs. The majority of those costs are personnel issues such as health care, PERS, and other benefits. 9-1-1 tax revenue is now considered a limited fund which negatively impacts Central Lane PSAP. All current reserve funds will be used to support operations until the end of Fiscal Year 03. Central Lane PSAP will then operate at a deficit. In addition, the current one percent minimum guarantee to rural counties means \$300,000.00 in tax revenue that is not coming to Lane County. These cost/revenue issues must be addressed if consolidation is to succeed.

### Implementation Schedule

Once adequate funding has been identified and required intergovernmental agreements signed, a final implementation plan/schedule can be developed (estimated three to six months). Required infrastructure system development/construction i.e. network, hardware, software, telephone, radio (estimated six to nine months minimum). Personnel hiring, training (six months). Infrastructure and Personnel timeframes will have some overlap/run concurrently. Total time required for implementation once funding is secured is estimated at fifteen to twenty months.

**Preliminary 9-1-1 Consolidation Plan  
Lane County**

**Estimated Consolidation Costs**

Facility

Space Replacement (one time).....\$212,000.00  
(assumes 200 sq ft/person plus 10% common areas based on \$400/sq ft construction cost)

Equipment

2 new microwave radio hops (one time).....\$10,000.00  
2 base radios (one time).....\$12,000.00  
Backup center radio/phone upgrade (one time).....\$8,000.00  
Additional GIS software (one time).....\$4,000.00  
Terminals and other hardware for three PSAPs (one time) ..... \$10,000.00  
CAD relay software.....\$5,000.00  
Monthly T1 cost (to radio sites)..... \$800.00  
Additional (new) 9-1-1 trunk (one time).....\$2437.00  
Monthly 9-1-1 trunk.....\$63.89

Personnel

1 FTE Communications Operations Manager.....\$120,658.00  
1 FTE Public Education Officer.....\$76,622.00  
Materials & Supplies (one time).....\$21,000.00

Total Estimated Consolidation Costs

One Time	\$283,629
Recurring	<u>\$198,144</u>
Total First Year Costs	\$481,773

**Signature Page**

**Preliminary Plan - Lane County One Public Safety Answering Point**

**The following Primary PSAP User Boards have approved this Preliminary Plan to Meet State of Oregon Legislative Requirements as evidenced by signature of the Board Chair.  
Approving this Preliminary Plan does not commit the User Board or its members to funding the consolidation and operating costs.**

**Central Lane Public Safety Answering Point User Board**

\_\_\_\_\_  
Chief, Thomas Tallon, PSAP Chair  
Chief, City of Eugene Fire and Emergency Medical Services Department

\_\_\_\_\_  
Date

**East Lane Public Safety Answering Point User Board**

\_\_\_\_\_  
Chief, Mark Sundin PSAP Chair  
Chief, City of Oakridge Fire Department

\_\_\_\_\_  
Date

**South Lane Public Safety Answering Point User Board**

\_\_\_\_\_  
Chief, Mike Grover, PSAP Chair  
Chief, City of Cottage Grove Police Department

\_\_\_\_\_  
Date

**West Lane Public Safety Answering Point User Board**

\_\_\_\_\_  
Chief, Lynn Lamm, PSAP Chair  
Chief, City of Florence Police Department

\_\_\_\_\_  
Date

**Addendum - Central Lane PSAP  
Requirements and Results of Primary PSAP Consolidation in Lane County  
Draft 07-09-02**

Based on the following requirements with subsequent results of consolidating the four Primary PSAPs in Lane County into one, the Central Lane PSAP Users Board finds no overall improvement to service or cost savings as a result of consolidation. The Lane Area Public Safety Agencies represented on the Central Lane User Board are unanimous in recommending against the consolidation of Primary PSAPs in Lane County.

<b>Requirements</b>	<b>Results</b>
1. Consolidation to one Primary PSAP	Creation of three Secondary PSAPs with approximate same personnel and operating costs (no savings). Significant overall cost increase to taxpayer due to local and consolidated user fees for duplicative call taking, personnel and facilities. Additional staffing required at Central Lane Communications Center is estimated at \$197,280 recurring. If consolidation is required, the PSAP User Boards, Lane area special and general purpose governments will look to the legislatively dedicated PSAP Consolidation Incentive Fund to pay for the implementation and ongoing costs associated with consolidation.
2. State Emergency 9-1-1 Account -Save the State Enhanced Account equipment, maintenance and line costs;	Requires development of detailed GIS with additional training; trunk lines to secondary PSAPs; Computer transfer; Extended radio coverage. Questionable savings as enhanced equipment already purchased and not needing replacement for many years.
3. Directs 9-1-1 Revenue to one Primary PSAP per County	Reduces resources available to provide services at local level; Funds collected in a community are not directed back to support public safety communications in that community; Central Lane Communications Center Users Board would require reimbursement for existing facility and equipment infrastructure. Estimated one time cost of \$285,000.
4. Level of Service - Increases number of Secondary PSAPs	Requires transfer of caller with subsequent additional time, risk of losing connection, caller frustration; Law allows only one transfer and requires transfers be kept to minimum; Consolidation will result in significant increase in number of emergency 9-1-1 call transfers.
5. One PSAP and redundancy	All Lane County 9-1-1 calls would be routed to single location with resulting risk that if single location goes down, all Lane County 9-1-1 is down until back-up is on line; All eggs in one basket analogy; Lane PSAPs frequently back each other up.

6. Telephone line cuts	Oakridge, Cottage Grove and Florence telephone service switch areas are frequently isolated and with loss of 9-1-1 revenue to fund personnel and equipment, would have reduced capacity to serve as both a stand alone backup 9-1-1 center and secondary dispatch as as proposed in this Preliminary Consolidation Plan.	
7. Call Routing	9-1-1 calls will be routed to secondary PSAP that may be 100 or more miles away from location of emergency; May lose critical information from secondary calls during evolving emergencies (dangerous person in neighborhood) may not be as closely monitored/managed.	
8. One PSAP and lack of familiarity with community/geography	Lane County size, will require 8 hours initial and ongoing telecommunicator training; Lost local knowledge of individuals, unique circumstances, locations. Estimated recurring cost for this training is \$3,500.	
9. One PSAP and user fees	Ongoing impact of the 1 % minimum distribution to counties and consolidation of 9-1-1 revenue to one center will result in user fees for processing 9-1-1 Calls. User fees for processing 9-1-1 calls have never been required in Lane County. Total estimated one time costs for consolidation is \$357,437 with recurring costs of \$198,144 for total first year costs of \$555,581.	
10. Consolidation with resultant cost of a back-up radio communication system	East and West Lane PSAP service areas are isolated from the Willamette Valley and a Consolidated 9-1-1 Center by mountains and distance. To provide redundancy to telephone network, radio back-up systems via additional trunk lines, repeater sites or satellite communications are required. The construction and ongoing maintenance costs of these systems could total hundreds of thousands of dollars. Estimated first year radio system costs are \$40,000.	
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## **Lane Area Multi-PSAP Study Addendum B Eastern Lane PSAP**

**07-09-02**

The consolidation of the Lane County Public Safety Answering Points (PSAPS) would be detrimental to the service provided to the citizens of Oakridge and the Eastern Lane County area. The 911 service provided will experience a decrease in efficiency and an increase in call dispatch time. This is the time that is critical when an emergency is developing. The consolidation of the PSAPs will cause a delay, not only because of the call transfer time, but because of the lack of local knowledge in determining where an emergency is actually located and any special circumstances associated with the area. A mapping system can give you the physical address, but not any individual circumstances associated with the people of the area or associated with the emergency.

Eastern Lane PSAP will still maintain its dispatch operations, even if the Primary PSAPs consolidate. The Communication Specialists provide many other services; police, fire, emergency medical dispatching, United States Forest Service Law Enforcement dispatching, jail monitoring, front counter reception, non-emergency telephone answering, and records to name a few. All of these duties will continue 24 hours a day, seven days a week.

Consolidation to one PSAP will also cost the local citizens more money for less service. This will be due to user fees that would have to be paid to Central Lane because the current 911 tax would not cover the cost of answering and managing the additional calls. Oregon taxpayers should not have to pay more money for less service in their communities.

A distributed emergency communications system provides backup and reliability that would not happen if consolidated to one PSAP. The Eastern Lane County area has been isolated by line or fiber optic cuts that make a one PSAP system unworkable since there is no outside telephone communications. When this occurs, it makes our community unable to reach outside the area. We are able to call locally, but cannot reach outside phone numbers, even toll free numbers. The last time this occurred, our phone system was down to outside calling for approximately 6 hours. If East Lane PSAP was consolidated into Central Lane PSAP, the community would be without a Primary PSAP level of 9-1-1 service for as long as it would take to fix the cut. With East Lane serving as a Primary PSAP, Qwest is able to re-route emergency calls to our local PSAP via a seven digit emergency line.

With the personnel and equipment provided with the locally generated 9-1-1 revenue, East Lane is able to receive and dispatch calls with a Primary PSAP level of service (not enhanced to give phone number or location information) in the event of an emergency. Consideration needs to be given to maintenance of Primary PSAP level service, provided by 9-1-1 resources, to those areas frequently isolated by telephone line cuts.

Since the September 11, 2001 terrorist attacks, the need for a diverse system is more evident now than ever. To consolidate all of your communications in one area could cause the whole system to fail if one major event took place, and you would be without Primary PSAP communications anywhere in the county.

REQUIREMENT	POSITIVES	NEGATIVES
Consolidation to one Primary PSAP per county	None	Eastern Lane would incur a lost resource of approximately \$20,000.00 a year. Additionally we would be required to pay user fees to Central Lane to have the 9-1-1 calls answered.
Call Routing	None	911 calls will be sent to a PSAP that may be up to 100 miles from where the emergency is occurring. This could result in critical information being lost during the evolving emergency.
Consolidation with a resultant loss of stand alone capability	None	Eastern lane is capable of functioning independently when isolated. With all Lane County calls routed to one location, if that location goes down, the whole county would not have Primary PSAP emergency communications
Single Answering Point	None	The time it will take to transfer the calls will decrease the level of service in the areas and by OAR the call can only be transferred once.
Consolidation with a resultant loss of local 911 revenue	None	Eastern Lane PSAP will be faced with costly development of detailed mapping systems; additional training; trunk lines to secondary PSAPs; on-going telecommunicator training without the benefit of locally generated 911 revenue.

**Cottage Grove/South Lane PSAP Addendum**  
**Opposed to Mandatory PSAP Consolidation**  
**07-09-02**

The consolidation of Lane County Public Safety Answering Points would do a disservice to the citizens of Cottage Grove and south Lane County. 911 will become less efficient, call transfers will take more time and the possibility of losing critical information increases. In the year 2000, the Eugene/Springfield area had more crimes per capita than any other cities in Oregon and consolidating with three other PSAPs can do nothing but delay emergency calls.

The geography of Lane County does not support the theory of a single 911 PSAP. Currently, local 911 operators are familiar with the lay of the land. They know the unique hazards associated with local neighborhoods, and rural roads. They know local geographic landmarks and features.

Consolidation will be more expensive because Central Lane has higher overhead. City of Eugene Land Use litigation losses have increased Central Lane's risk pool allocation which will be passed on to secondary PSAPs. This is expected to bring user fees for decreased service.

The disadvantages of consolidation outweigh the advantages.

- Calls will be transferred, take more time, and have a potential for information loss. This process is less efficient.
- From the receipt of calls to the dispatch of calls, the average time would be 2.5 minutes if everything goes smoothly. This is an increase of more than 25% from present service.
- It will be more expensive and yield less service with the loss of the ability to provide better service.
- Lane County provides more telephone tax than it receives. Based on population, the per capita difference statewide \$1.333 vs. Lane County at \$1.07 equals 19% less. In South Lane County/Cottage Grove that equals \$9,316 less than full per capita distribution.
- Homeland Security is of paramount importance. Having one 911 center limits public safety's ability to be flexible. Cut telephone fiber optic lines occurred twice to Cottage Grove South/ Lane County in 2001 isolating the entire area for several hours. Redundancy, with a high level of service from personnel and equipment, is an important asset of our present Primary PSAP configuration.

I find no advantages for consolidation. We have not had problems in Lane County that other places have experienced. Bigger is not better or more efficient.

***Western Lane PSAP 911 Consolidation Issues***  
***One PSAP Addendum July 11, 2002***

**1. PERSONNEL**

The loss of current 911 revenue to the Florence Communications Center would result in the loss of two full time communication positions. Subsequent to that loss, patrol officers from an already understaffed patrol force, would have to cover the vacated dispatch shifts. The resultant effect for personnel, in having to do more with less, will be an increase in employee stress. The effect on the community will be a decline in the level of service.

**2. FISCAL IMPACT**

Western Lane PSAP, would incur a lost resource of approximately \$70,000 a year that provides service at the local level; funds collected locally would not be directed back to support public safety communications in the Florence community. To compensate for loss of revenue, user fees will increase at the local level and also by the new single primary PSAP after consolidation occurs. Western lane PSAP would be faced with costly development of detailed G.I.S.; additional training; trunk lines to secondary PSAPs; CAD transfer and extended radio coverage. Additional expenses will be realized in dispatch overtime costs, training and cross training of police officers for dual certification (officer/dispatcher) and overtime costs to cover shift shortages in patrol.

**3. INTERRUPTED COMMUNICATIONS**

Computer aided dispatch (CAD) is often down for scheduled/unscheduled maintenance, which could leave Western Lane County out of service unless an effective 9-1-1 reroute system is in place. Essentially, Florence area residents would be at the mercy of Central Lane Communications in Eugene. If their system fails, where is our back-up? If the phone lines fail between Florence and Eugene (which is not all that uncommon) Florence is isolated. While 9-1-1 calls could be rerouted to west Lane PSAP, it would not be at the Primary PSAP level of service. Additional trunk lines are expensive. Cell Phones are a current back up source for our Western Lane PSAP. Consolidation means a costly plan for cell phone 9-1-1 rerouting to Eugene, which opens the door for further potential communication breaks.

**4. TIME DELAYS**

There is concern that there will be little or no initial contact between the local provider and the 9-1-1 caller, or secondary callers who may have important additional information on an unfolding in progress incident. Crime spree, multiple accidents, natural disaster etc. In addition, the call transfer from Central Lane Communications to the Florence Dispatch Center, results in a time delay that, in some emergency situations, could be significant in terms of a critical life saving response.

**5. STAND ALONE CAPABILITY**

Currently Western Lane PSAP is fault tolerant and capable of functioning independently as a Primary PSAP when isolated. If consolidation occurs, all Lane County 9-1-1 calls would be routed to a single location with resulting risk that if that location goes down, all 9-1-1 is down until back up is on line. All eggs in one basket analogy. Western Lane is frequently backed up by other Lane PSAPs.

## **6. CRITICAL INFORMATION LOSS**

If consolidation occurs, Western Lane PSAP will lose critical information during evolving emergencies; dispatchers from a consolidated center in Eugene will lack personal knowledge of the area, geography, suspects and victims which will hamper or delay the emergency response. Western Lane PSAP 9-1-1 calls would be routed to the consolidated center over 70 miles away from the location of the emergency.

## **7. BACK-UP SYSTEMS**

Since Western Lane PSAP is geographically isolated from the Willamette Valley by the Coast Range, it is imperative to avoid failure of a single communication line system between Florence and any consolidated PSAP. Radio back-up systems via additional trunk lines, tower repeater sights or satellite communications would be required. The construction costs of these systems as well as their maintenance and monthly fees could run into hundreds of thousands of dollars.

## **Summary of Findings**

Why PSAP consolidation will result in a dramatic decrease in the level of service for the citizens of Florence, and those of Western Lane County.

1. Personnel loss equates to (2) two full time communications personnel. Florence Police Officers will be reassigned from patrol to relieve or cover the personnel shortage in dispatch.
2. The fiscal impact would be devastating to being able to provide Primary PSAP level of service for Western Lane County with the loss of approximately \$70,000 annually.
3. Interrupted Communications would have costly if not life threatening results.
4. There is the potential for a critical time delay in dispatching for life threatening incidents; medical emergencies such as heart attacks, CPR, poison, blunt trauma, drowning etc.
5. Western Lane stand alone capability as a Primary PSAP would be lost.
6. Critical information loss is a potential problem with out of area dispatchers.
7. Back-up systems will become a costly necessity with consolidation.