



Regional Consolidation Assessment and Evaluation (A and B)

Final Report

September 2026

Massachusetts State 911 Department

M MissionCriticalPartners

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We recognize that this evaluation required openness and collaboration across agencies and regions. Stakeholders engaged thoughtfully in candid conversations about performance, sustainability, growth, and future options for regional service delivery, which allowed us to develop a clear picture of current conditions and the factors shaping RECC viability.

We were consistently impressed by the professionalism and commitment demonstrated by RECC leadership and staff, as well as host and partner agencies, in delivering high-quality emergency communications services. Thank you to all who supported site visits, interviews, data validation, and follow-up dialogue, and who trusted MCP to document results and implications in a way that supports the State 911 Department's next steps.

This report was developed with a diverse statewide audience in mind, including the State 911 Department, RECC and PSAP governing bodies, municipal and public safety leadership, dispatch and field operations personnel, state policy and funding partners, and other stakeholders involved in regional 911 planning. We recognize that each group brings distinct roles, concerns, and expertise to discussions of regionalization, consolidation, and expansion. Accordingly, the report is not tailored to any single stakeholder group; rather, it is intended to present insights and considerations that are practical, transparent, and relevant across the full range of decision-makers and practitioners. This report uses data that was current as of its initial draft completion in March 2026.

MCP intentionally uses the terms "RECC," "PSAP," and "regionalization" throughout this report in a manner consistent with Massachusetts State 911 Department usage. These terms are used to distinguish between regional and single municipality operations, describe current service models, and frame the evaluation of performance, merger feasibility, expansion potential, and prior grant investment impacts.

Executive Summary

Under the leadership of the Massachusetts State 911 Department (S911D), the Commonwealth has positioned itself as a national leader in Next Generation 911 (NG911) by deploying a statewide NG911 system with hosted call handling services. This strategic investment has enhanced service delivery for the public and first responders by improving system resiliency, interoperability, and access to advanced emergency communications capabilities. The information presented in this report reflects the best available data at the time of analysis; final cross-agency alignment and validation will be incorporated into the final report.

In parallel with its NG911 deployment, S911D has made a sustained commitment to workforce excellence through the establishment of a comprehensive training academy and a structured grant program. These initiatives strengthen the statewide 911 ecosystem by supporting a well-trained and certified workforce, promoting consistency and standardization across public safety answering points (PSAPs), and reinforcing long-term operational readiness and sustainability.

A statewide NG911 system is fundamentally designed as a network-based, interconnected environment that enables regional call handling, call overflow, and seamless interoperability across jurisdictions. Unlike legacy 911 systems, which rely on isolated local communication centers, NG911 functions as an integrated system that dynamically routes calls based on availability, capacity, and operational conditions. Regional PSAP and regional emergency communications center (RECC) models align naturally with this architecture by supporting load balancing, redundancy, and shared operational capabilities—maximizing the value of S911D's NG911 infrastructure investment.

In 2009, S911D adopted a strategy to encourage regionalization through Development Grants and Support and Incentive Grants. While this approach leveraged statewide technology investments, its broader objective was to strengthen emergency communications service delivery. Regionalization supports more reliable and resilient operations, enhances service quality and consistency, and better positions RECCs and regional PSAPs to manage increasing call volumes, workforce challenges, and growing technological complexity. In today's environment, regionalization is a critical strategy for sustaining high-quality 911 services and ensuring adaptability to evolving public safety demands.

MCP evaluated RECCs and regional PSAPs using its Model for Advancing Public Safety® (MAPS®) methodology. The assessment focused on operational performance, growth potential, long-term sustainability, and opportunities for further consolidation or integration. This report provides practical recommendations and structured decision-making tools that S911D can use to strengthen existing investments, guide future funding decisions, and continue building a resilient, high-performing statewide 911 system.

The regional PSAP and RECC model is producing meaningful results. Avoidable call transfers have been reduced, system resiliency has improved, and a stronger foundation for standardized service delivery has been established across participating agencies. These gains reflect the impact of sustained grant investment in NG911 infrastructure and regional service models.

Through S911D's sustained investment and comprehensive grant program, Massachusetts has made significant progress toward a more resilient and efficient emergency communications system. As of the end of March 2026, the Commonwealth supports 31 RECCs, with an additional four regionalization initiatives currently underway. These regionalization efforts have reduced the total number of PSAPs statewide from 264 to 194—with an additional reduction of 16 more when pending regionalization efforts are completed. This progress reflects a deliberate shift toward regionalization that strengthens operational sustainability and service delivery.

Despite measurable progress, performance and sustainability are not consistent across all regions. Differences in governance structures, cost-sharing methodologies, and operational standardization are driving uneven outcomes. Cost-sharing models and fee assessment methodologies vary widely, creating differing perceptions of equity and long-term sustainability. Formal short- and long-term financial planning—including capital improvement planning—is limited in many regions. Hosted and district governance models differ significantly in accountability structures, financial autonomy, and perceptions of fairness.

Operational constraints also continue to limit staffing efficiencies even where call transfers have been reduced. Common examples include dispatch channels that are not fully consolidated, telecommunicators managing multiple primary radio channels simultaneously, and limited role specialization. While regionalization has delivered important structural gains, operational maturity and financial sustainability vary across centers.

The assessment also identifies concerns related to the grant process. RECCs report that the current application and award process can be administratively burdensome. Some stakeholders perceive inconsistencies in evaluation methods and note limited transparency around scoring and petition processes. While grant training is available, additional guidance and clearer documentation could improve consistency and stakeholder confidence. At the same time, many regions rely heavily on grant funding to support major investments and lack formal capital improvement plans, presenting long-term sustainability challenges for both individual centers and for the statewide funding model.

Regional feedback consistently emphasized a desire for greater statewide consistency and clearer operational standards for all regional PSAPs and RECCs, including State-operated centers. Importantly, stakeholders did not advocate for increased operational oversight. Rather, they expressed interest in more structured statewide support—practical best practice guidance, capital improvement planning tools, and standardized implementation frameworks that make regionalization easier to navigate and more predictable to sustain.

Leaders across the state reinforced that the core elements of S911D's approach are functioning effectively: stable funding, strong training infrastructure, open communications, continued modernization investment, and respect for regional autonomy. What they seek now is not more control, but clearer tools and guardrails that reduce uncertainty and strengthen long-term planning.

Collectively, these findings signal that S911D's regionalization strategy has moved beyond initial formation and now requires disciplined refinement to ensure long-term sustainability and measurable statewide return.

Massachusetts operates within a mature NG911-enabled environment with an expanding regional footprint. The next phase of progress requires shifting from structural formation to operational optimization—strengthening governance durability, aligning staffing with validated workload demand, eliminating parallel lifecycles, and reinforcing long-term financial sustainability.

This report provides S911D with an evidence-based framework to guide that next phase. By aligning grant participation with measurable operational redesign, duplication elimination, and best-value¹ lifecycle strategies, S911D can protect prior investments, preserve finite grant resources, and advance a more unified and resilient emergency communications system.

Regionalization in Massachusetts is delivering measurable results. The opportunity now is to refine and discipline its growth—ensuring that future consolidation and modernization efforts produce demonstrable statewide return while sustaining the Commonwealth's leadership in NG911 and public safety communications.

¹ In Massachusetts procurement regulations "Best Value" is defined as the optimal tradeoff between price and performance that provides the greatest overall benefit. <https://www.mass.gov/regulations/801-CMR-2100-procurement-of-commodities-or-services-including-human-and-social-services>

1 Purpose of Report

Across the United States (U.S.), state and local governments are reassessing how 911 services are organized and delivered to support operational resilience, workforce sustainability, and consistent service quality. In Massachusetts, these considerations are timely as regional emergency communication centers (RECCs) continue to mature, explore expansion opportunities, and assess long-term governance and financial models. Mission Critical Partners (MCP) understands that this Evaluation is a leading priority for the State 911 Department (S911D).

The Evaluation examines three core areas of focus:

- **Existing Regional Centers:** Evaluate the operation, growth trajectory, glide paths, and the potential for consolidation or integration with other centers.
- **Potential Mergers of Existing Regional Centers:** Examine the operational, governance, financial, and service delivery impacts of significant mergers. Identify key drivers, challenges, and best practices, with particular attention to operational efficiencies, governance structures, financial sustainability, and service levels. Conduct a sunk cost analysis of previous grant-funded investments to determine financial implications and potential redundancies when merging centers. Make recommendations as to the viability of the potential merger.
- **Expansion of Existing Centers:** Identify methodologies and incentives S911D can undertake to further capitalize on existing investments, as adding communities to existing RECC and regional public safety answering points (PSAPs) has been challenging.

Across the country, jurisdictions are modernizing 911 operations by consolidating police and fire/emergency medical services (EMS) PSAPs. Decades of research and real-world experience demonstrate that consolidated models can yield measurable gains in efficiency, interoperability, and public safety outcomes—especially in environments where multiple PSAPs are co-located but operate independently.

Independent evaluations conducted by the National Emergency Number Association (NENA), the International Academies of Emergency Dispatch® (IAED™), the Association of Public-Safety Communications Officials (APCO) International, and the U.S. Department of Homeland Security (DHS) consistently show that consolidation can reduce call-processing times by 15% to 30%, lower annual operating costs by 10% to 25%, and improve interagency coordination and workforce sustainability.

Conversely, separate PSAP models introduce predictable challenges, including duplicated effort, inconsistent performance standards, and technology inefficiencies. Transfer delays between police and fire/EMS call-takers average 25 to 40 seconds per call (NENA 2020; DHS SAFECOM 2021). The *IAED Performance Evaluation Study* (2018) found that dual PSAP models reduce cross-discipline quality assurance (QA)/quality improvement (QI) effectiveness by nearly 40%, while APCO (2021) reported \$1.2 million to \$3 million in excess annual maintenance costs for dual computer-aided dispatch (CAD) systems.

Jurisdictions that have implemented regionalized or consolidated models have demonstrated consistent performance improvements.

- Louisville, KY (2018) achieved a 27% reduction in transfer times and 32% fewer redundant calls following consolidation. Denver's Joint Emergency Communications Center (JECC) reported a 25% improvement in call-to-dispatch times, aligning with NENA's 2020 benchmarks.

- Unified CAD and telephony systems reduce technology lifecycle costs by up to 25%. Austin, TX (2019) realized a 17% cost reduction post-integration. NENA's NG9-1-1² Interoperability Framework (2022) emphasizes benefits related to multimedia data handling. Shared geographic information systems (GIS) and analytics allow for continuous performance monitoring and equitable service delivery.
- Unified governance models promote transparency and consistent performance management. The APCO/NENA Joint Governance Model (2020) reported 50% improvements in decision-making efficiency. Charlotte–Mecklenburg, NC (2019) reduced administrative overhead by 14% after consolidating under a single director and improved accountability.
- Regionalization supports cross-training, shared supervision, and professional growth. Cleveland, OH (2020) increased staff retention by 19% within 18 months of merging operations. The IAED Workforce Resilience Study (2021) documented a 22% reduction in turnover and improved job satisfaction in consolidated centers.

Table 1: Regionalization Benefits

Category	Expected Result	Relevant and Sample Publications
Response Performance	41–86 seconds saved per eliminated transfer; 8%–12% faster dispatch; 3–4 minute improvement in cross-jurisdictional CAD-to-CAD coordination	Moeller et al. (2023) ; Virginia/KPMG (2023) ; JeffCom/APCO (2025)
Cost Efficiency	10%–25% operational expense savings; 20%-40% capital expense avoidance where duplication is eliminated	South Dakota PSAP Efficiency Study (2025) ; Federal Reserve Bank of Boston (2013)
Workforce Stability	10%–25% lower attrition; 20%–30% higher retention depending on operating model and workforce conditions	APCO Project RETAINS ; NICE State of 911 Survey ; MCP MAPS® data
Public Accountability	More consistent governance, QA/QI, reporting, and complaint resolution	Connecticut PSAP Consolidation Guide (2012) ; NENA QA Guidance: DU-COMM
NG911 Readiness	Improved interoperability, data sharing, and integration through common/shared platforms	NENA (2020) ; CISA SAFECOM; 911.gov CAD Interoperability Assessment ; Virginia/KPMG (2023)

² Next Generation 911

This Evaluation is designed to provide S911D with a clear, objective assessment of current regional 911 operations and future opportunities. By grounding findings in operational data, stakeholder input, and nationally recognized best practices, the Evaluation supports informed, evidence-based decisions that can strengthen service delivery, promote sustainability, and advance statewide 911 system goals.

2 Methodology

During the assessment phase, MCP focused on a combination of key factors directly tied to the experience of becoming and operating as a regional PSAP or RECC, along with the nine evaluation factors identified for each PSAP/RECC in Section 4. Particular attention was given to information that clarifies each center's growth trajectory and glide path, its future operational and financial viability, and its need or potential for consolidation or integration with other centers. This approach supports an objective assessment of where regionalization has produced measurable benefits, where gaps or constraints remain, and where opportunities exist to improve operational or cost efficiency. The intent is to provide S911D with clear, evidence-based findings that inform future regionalization strategy and guide grant administration toward investments that yield high impact for emergency communications staff, field responders, and the communities they serve.

To support practical and actionable recommendations regarding the future state, MCP also developed a current-state profile of each PSAP and RECC in the Commonwealth using standardized operational, staffing, performance, financial, technology, and facility data. In addition, MCP produced a high-level statewide snapshot of non-regionalized (single-stream³) PSAPs using the ten benchmark criteria outlined in Appendix A. Together, these activities establish a consistent baseline across centers, highlight varying levels of maturity and performance, and identify where S911D can most effectively target support, refine grant administration, and define next-step pathways for regionalization, expansion, or consolidation.

2.1 Site Visits and Tours

Between September 29 and November 24, 2025, site visits, tours, and follow-up interviews were conducted with key staff at each regional PSAP and RECC. Future RECCs that are not operational or remain in the conceptual stages of regionalization were interviewed but not visited in person. In addition, because the Massachusetts State Police (MSP) dispatch centers operate under a common organizational structure, only the New Braintree RECC received an on-site visit.

Regional PSAPs	RECCs	
• Barnstable County Sheriff's Office • Holbrook (formerly Norfolk County) • Lynn Police Department • Upton	• Ayer-Shirley • Berkshire • Central Mass (formerly Rutland)	• Patriot • Regional Old Colony (formerly Duxbury)

³ A single-stream PSAP is a common reference used in the Commonwealth for PSAPs that provide 911 and dispatch services for their municipality. This differs from a regional PSAP, which provides 911 services for all agencies served but transfers calls to centers that provide dispatch services.

Future RECCs		
• Braintree • Metro West • Middlesex • Town of Barnstable	• Dalton • Dukes County Sheriff's Office • Easthampton • Metacomet • Metro North • Nashoba Valley • New Braintree State Police • North Adams • North Shore (formerly Essex County) • Northampton State Police • Northern Middlesex	• Shelburne Falls State Police • Southeastern Mass • South Shore • South Worcester County • Templeton • Wachusett • WESTCOMM • Westfield • Wilbraham • Winchendon • Worcester

Each center was visited by at least two MCP staff members. Each half-day visit included a facility tour and in-depth interviews guided by a standardized question set and focused on the practical realities of operating as a regional PSAP or RECC.

To develop a comprehensive statewide view of the regionalization landscape—including current regional PSAPs and RECCs as well as a high-level assessment of single-stream PSAPs—MCP, with support from S911D and participating stakeholders, conducted site visits at 26 of the 31 regional PSAPs and RECCs. One center required a virtual visit due to a scheduling conflict that could not otherwise be resolved. For one regional PSAP and one RECC, MCP relied on data from previous engagements in lieu of an on-site visit. Three centers declined to participate, citing concerns related to confidential information and indicating that S911D should have sufficient information from previous studies.

Interview questions were structured around regionalization milestones, challenges, and successes across the following focus areas:

- What are the impacts and potential benefits of merging existing RECCs?
- How does S911D's operation of RECC's affect municipal centers?
- How have existing facility constraints limited RECC expansion?
- What operational differences exist between the hosted and district models?
- How can the current Development Grant Program be optimized to maximize return on investment (ROI)?

2.2 MAPS Interviews and Assessment Considerations

MCP's Model for Advancing Public Safety® (MAPS®) is a proprietary assessment methodology developed internally to determine an organization's performance across multiple critical operational and sustainability factors. Using this approach, the project's data collection and analysis focused on evaluating each regional PSAP's and RECC's operational efficiency, service performance, and overall viability across eight factors. Attention was given to how these factors influence a regional PSAP's or RECC's ability to meet industry standards, demonstrate measurable outcomes, and support potential consolidation or expansion scenarios.

The MAPS results provide an evidence-based foundation for describing current conditions, comparing pre- and post-regionalization performance where data are available, identifying strengths and gaps, and informing future statewide 911 regionalization grant policy, funding, and implementation decisions.

Before reviewing each lever, readers should note that individual blueprints may not explicitly answer every listed question. Some questions may not apply to a particular regional PSAP or RECC based on its model, maturity, or scope, and, in those cases, are not addressed directly in that blueprint. However, even when a specific prompt is not answered on a one-to-one basis, the totality of the blueprint content—considered collectively and in conjunction with the cross-center analysis—supports MCP’s evaluation of each lever and informs the broader findings.

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MAPS Levers

Governance and Organizational Structure — Does each RECC's governance model (hosted vs. district or other) support operational efficiency, accountable decision-making, and long-term sustainability? How do governance structures affect service delivery consistency, merger feasibility, and the ability to add communities? Are leadership roles, oversight practices, and dispatcher engagement aligned with statewide expectations and evolving regionalization goals?

Operations, Policies, and Procedures — Do current operational practices, workflows, and duty assignments support efficient call handling and dispatch performance in the regional environment? How do policies and procedures compare to industry standards and pre-regionalization baselines, and do they promote consistent service levels across participating agencies? Are there operational differences that would materially impact consolidation scenarios or expansion of services?

Personnel and Workforce — Do staffing models, schedules, and authorized strength support current call volume, service demand, and RECC growth trajectories? How do staffing outcomes (e.g., turnover, vacancies, overtime reliance, recruitment competition) affect operational viability and potential merger success? Are pre- and post-regionalization staffing and performance metrics demonstrating improved efficiency and service delivery?

Training — Does new-hire and continuing education training support sustained performance in a regionalized operating model, including multi-discipline coordination and evolving technologies? Are training outcomes (e.g., time-to-proficiency, failure rates, retention impacts) contributing to or limiting RECC viability, expansion capacity, or merger readiness? Do training standards align with state and national guidelines in a way that supports consistent expectations across centers?

Quality Assurance and Quality Improvement — Are QA/QI programs producing measurable improvements in call handling, dispatch accuracy, response performance, and compliance with standards when compared to pre-regionalization benchmarks? Are review processes regular, standardized, and strong enough to support performance consistency across RECCs and inform consolidation or expansion decisions? Do QA findings identify risks, gaps, or best practices relevant to merger feasibility and ROI?

Administration and Planning — Do RECC strategic, COOP⁴/disaster recovery, succession, and change management plans support long-term operational and financial sustainability? Are administrative practices positioned to manage consolidation impacts, integrate new member agencies, and maintain service levels during growth or merger transitions? Are leaders actively planning for future viability rather than being constrained by past investments?

Technology — Do technology platforms and system lifecycles support efficient regional operations and consistent service delivery across member agencies? How current are systems relative to end-of-life, and what risks or costs do upgrades pose for mergers or expansion? Are vendor SLAs⁵ and technology investments demonstrating high regionalization impact and ROI? Are there stranded-investment risks in consolidation scenarios?

Facilities — Do RECC facilities support present and projected workloads, staffing, and resiliency needs, including the ability to expand or integrate additional agencies? How do facility constraints affect growth trajectories, merger feasibility, and sunk-cost considerations tied to prior grant investments? Do physical security and operational layout contribute to sustainable performance and continuity of services?

⁴ Continuity of operations

⁵ Service level agreements

Since its inception, MCP has conducted hundreds of assessments of clients' public safety communications landscape. Historically, these assessments were largely qualitative, drawing on the experience and knowledge of MCP's subject-matter experts (SMEs). Driven by a desire to introduce a more consistent quantitative analysis to these assessments, MCP launched the MAPS methodology. This methodology—grounded in industry standards and best practices, as well as MCP's collective expertise—enables officials to clearly understand where their organizations stand across a range of critical performance and sustainability factors.

Question Set

MAPS leverages a quantitative and qualitative question set, with weights prioritized toward factors that most directly affect RECC viability and measurable service outcomes. For this project, greater weight was placed on elements that reduce friction for callers and responders, such as minimizing or eliminating call transfers, avoiding solo-dispatcher shifts, reducing duplicated costs across centers, providing emergency medical dispatch (EMD) on first contact, and streamlining call processing from answer to dispatch. These outcome-driven indicators carry more influence than lower-impact structural characteristics—such as governance model, meeting cadence, or whether QA and training roles are standalone or combined—unless those structural elements clearly drive or block performance outcomes.

Collaborative Interview

In addition to questionnaire results, MCP applied the same question set through collaborative interviews with regional PSAP and RECC leaders, staff, and other stakeholders. Key topics were intentionally explored from multiple perspectives to identify areas of alignment as well as variation in how regionalization has been experienced and operationalized. Where responses differed or gaps remained, MCP conducted targeted follow-ups to reconcile discrepancies and gather deeper context related to performance, glide path, and future viability.

Scoring and Blueprints

A vital element of MAPS is a color-coded blueprint that illustrates the status of each assessed factor. Using a 10-point scale, traffic light colors are applied as follows:

- Green indicates low-risk factors not requiring immediate attention (scores of 7.1–10)
- Yellow indicates medium-risk factors (scores of 4.0–7.0)
- Red indicates high-risk factors (scores of 0–3.9)

MAPS scoring and the resulting blueprints provide a comprehensive, evidence-based view of each regional PSAP and RECC and, collectively, a statewide picture of the regional public safety communications landscape. These blueprints are used to guide decisions about where targeted support and resources are most needed, highlight performance and sustainability gaps, and frame strategic options for next steps in Massachusetts 911 regionalization—including potential consolidation, expansion of regional service, and prioritization of future grant investments to maximize operational impact and ROI.

2.3 Surveys and Questionnaires

To supplement the on-site visits and interviews, MCP developed a targeted set of custom surveys and questionnaires to efficiently gather stakeholder input. With 31 RECCs, 194 PSAPs, and numerous municipal and state stakeholders, broad electronic outreach provides a practical means for agencies and individuals to participate even if they are not directly engaged through other assessment methods. Results from these instruments were analyzed alongside qualitative findings to capture large-scale perspectives, establish a

baseline for future measurement, and inform ongoing regionalization planning, consolidation, and expansion considerations, and grant-investment decisions.

Responder Agency Survey

MCP distributed a survey to member agencies' field responders to understand day-to-day interactions with regional PSAPs and RECCs and the operational impacts of regional service delivery. The survey was designed to capture perspectives on call processing and dispatch outcomes—including clarity and timeliness of information, perceived efficiency gains such as reduced call transfers, and overall service consistency—as well as opportunities for improvement from the responder viewpoint.

To date, the survey has been distributed to agencies associated with 14 RECCs that provided contact lists for their member agencies. As of January 13, 2026, MCP has received 89 responses from responder agencies affiliated with those RECCs. These results helped compare experiences across regions, identify patterns in RECC-responder coordination, and complement center-level performance and viability findings.

For RECCs that did not provide contact lists, responder input was derived solely from information collected during MCP's on-site visits and MAPS interviews.

Single-Stream PSAP Questionnaire

MCP distributed a questionnaire to single-stream PSAPs that are not currently part of a regional PSAP or RECC to collect standardized quantitative data for a statewide snapshot. The questionnaire gathered information related to operational structure and service model, staffing and scheduling, population served, workload and call volumes (including emergency, 10-digit, and transfers), provision of EMD, budget and financial conditions, facilities, and other indicators relevant to current performance and future regionalization considerations.

As of December 11, 2025, MCP has received 75 completed questionnaires, out of 153 that were sent. These responses provide a high-level baseline across single-stream PSAPs, support comparison with regional centers, and help identify where future support, investment, or regional pathways may be most beneficial.

2.4 Electronic Data Collection

MCP also requested data through electronic and online data collection methods to efficiently gather quantitative information supporting this Evaluation without requiring in-person interaction. This effort included standardized data from S911D, such as 911 and 10-digit call volumes, 911 answer-time performance, and call transfer metrics needed for statewide comparison. To reduce reporting burden and support consistent data submission, MCP conducted data review calls with the stakeholders responsible for providing the information to clarify questions and validate submissions.

2.5 Study Assumptions

The following assumptions are applicable throughout the sections that follow.

- Call statistics—specifically, the Call Counts table—are sourced from the annual call volume report that S911D publishes publicly. According to S911D, that report is created by S911D system staff by manually running the Motorola CallWorks (MCW) call count report at the beginning of each year and is used for grant purposes. While stakeholders typically notify S911D if there is a discrepancy, differences occasionally occur. For example, Regional Old Colony's self-reported data differed from the S911D report. For purposes of consistency, where misalignment exists, S911D data is used.

- CentralSquare IMC™ CAD and records management system (RMS) is currently used by the majority of RECCs. The IMC solution was originally developed by Information Management Corporation in the 1990s and has since undergone multiple acquisitions; it is now part of CentralSquare’s portfolio of CAD solutions. While minor releases continue to be released, MCP consistently heard through interviews statewide that IMC is not receiving significant new feature development and is expected to be sunset. In a CentralSquare press release, the vendor refers to IMC as a “legacy” platform.
 - Several themes developed throughout interviews with agencies using the IMC CAD system. IMC was reported as stable and reliable, with no major complaints related to downtime or system errors. However, agencies also indicated that extracting data for advanced analytics is difficult, if not impossible.
- S911D provides the call-handling equipment (CHE)—MCW—to each primary PSAP and RECC in the state, including the MCW solution, uninterruptible power supply (UPS) system, and logging recorder. Emergency Services Internet Protocol (IP) network (ESInet) connectivity and NG911 core services (NGCS) are provided by Comtech. S911D has indicated plans to issue a request for information (RFI) for updated CHE in the coming months, as reflected in S911D’s fiscal year (FY) 2026 and 2027 budgets.
- Expanding the operational footprint of the dispatch floor may increase building occupancy which may trigger regulatory or code requirements that were not undertaken during the original project costs (e.g., restrooms; water supply; heating ventilation and air conditioning (HVAC); administrative office space, etc.).
- Cost per call includes 911 wireline, wireless, Voice over IP (VoIP), and text-to-911. Seven-digit calls are excluded.
- Consistent with research published in *Prehospital Emergency Care* (Moeller et al., 2023)⁶, a range of 41 seconds to 86 seconds per call transfer was used to estimate response time lost due to workflows involving call transfers.
- A formal change management plan and workflow refer to a structured and documented approach for evaluating, approving, communicating, and implementing changes to technology, processes, or operations. A change management plan establishes the overarching framework, policies, and governance for managing change, while the workflow defines the step-by-step procedures and responsibilities required to execute those changes consistently and effectively.
- For those agencies that did not participate or otherwise provide information, MCP applied the following assumptions:
 - Budget—Using the number of positions provided by S911D, MCP classified each agency as small, medium, or large based on data from the 911 Stats & Data webpage (911.gov)⁷. Estimated budgets were calculated accordingly and used to derive cost per call and cost per capita served.

⁶ Research found a median transfer duration of 41 seconds and a 90th percentile of approximately 86 seconds added to the response workflow.

⁷ <https://www.911.gov/issues/911-stats-and-data/>

- Population Served—MCP relied on the U.S. Census Bureau’s Population Estimates Program (PEP), using 2023 population estimates from the Vintage 2024 release.⁸ Population served was assigned based on the municipalities served by each agency.
- Personnel and Workforce
 - In instances where insufficient or incomplete information is available to fully evaluate a regional PSAP’s or RECC’s staffing posture, baseline staffing assumptions are applied. These assumptions reflect standard industry practice for maintaining 24/7 coverage of a single position and account for the structural requirements of both 8-hour and 12-hour shift models. (See Appendix C for further information.)

3 History of the Regionalization Grant Program

Under the leadership of the Massachusetts S911D, the Commonwealth has positioned itself as a national leader in NG911 through the deployment of a statewide NG911 system with hosted call-handling services. This strategic investment has expanded and enhanced service delivery for the public and first responders by improving system resiliency, interoperability, and access to advanced emergency communications capabilities.

A statewide NG911 system is fundamentally designed as a network-based, interconnected environment that enables regional call handling, call overflow, and seamless interoperability across jurisdictions. Unlike legacy 911, which relies on isolated local communications centers, NG911 is intended to function as an integrated system that dynamically routes calls based on availability, capacity, and operational conditions. Regional PSAP or RECC models naturally align with this architecture by supporting load balancing, redundancy, and shared operational capabilities—allowing the Commonwealth to maximize the value of its NG911 infrastructure investments.

S911D adopted a strategy to incentivize and support the development of regional PSAP and RECC models that fully leverage the Commonwealth’s statewide NG911 infrastructure investment. While this approach capitalized on the Commonwealth’s investment in NG911 technology, its broader purpose was to strengthen the delivery of emergency communications services. Regionalization supports more reliable and resilient operations, enhances service quality and consistency, and better positions communications centers to manage increasing call volumes, workforce challenges, and growing technological complexity. In today’s environment, regionalization is a critical strategy for sustaining high-quality 911 services and assuring the system can adapt to evolving public safety demands.

Through targeted financial and technical support, the grant program—established in July 2009, following enactment of the Enhanced 911 Act—seeks to improve emergency communications outcomes by reducing call transfers, improving call processing times, enhancing interagency information sharing, and strengthening large-scale incident response capabilities. The grant program also addresses workforce sustainability by promoting standardized training, professional development, and operational consistency across participating entities.

By encouraging regional collaboration and shared operations, the grant program aims to maximize the Commonwealth’s NG911 investment, support long-term operational sustainability, and achieve measurable improvements in service quality, reliability, and public safety effectiveness.

⁸ <https://www.census.gov/programs-surveys/popest.html>

The Regionalization Grant Program is designed to support the development and long-term sustainability of RECCs. While stakeholders express strong appreciation for the Commonwealth's leadership and commitment to funding regionalization, they consistently note that the primary challenge is not the level of funding, but the need for clearer guidance, consistent standards, and long-term planning mechanisms. Communities seek a grant framework that promotes regionalization best practices; provides uniform approaches to governance, cost-sharing, and member agency assessments; and strengthens accountability and equity among grant recipients. There is also a desire for more strategic, multi-year investments; clearer differentiation in funding eligibility among RECCs, transitioning PSAPs, and single-stream PSAPs; and improved communication regarding grant policies and process changes. Collectively, these priorities reflect a shared interest in balancing local autonomy with statewide consistency to strengthen the regional emergency communications system.

3.1 Grant Programs

Since 2009, S911D has provided grants to encourage the development of regional PSAPs, regional secondary PSAPs, and RECCs. Funding for these grants comes from a portion of revenues received pursuant to [Massachusetts General Law \(M.G.L.\) Part I, Title II, Chapter 6A, Section 18H](#): Wireless enhanced 911 service surcharge; collection; adjustment; expenditures; revenues; monthly reports; forwarding and use of call data; disposition of call volume.

3.1.1 Training Grant

The Training Grant has been instrumental in professionalizing the role of the telecommunicator, creating a career path and fostering pride in a profession long characterized as clerical or secretarial. Nationwide, the industry increasingly recognizes that telecommunicators are the first responders for every 911 caller. They must understand how to assist callers while help is en route and how to effectively utilize increasingly sophisticated technology. The training academy and the PSAP Leadership Scholarship Program offered by S911D are among the best in the country.

This grant is available to all primary, regional, and regional secondary PSAPs and RECCs for allowable expenses related to memberships, training, and professional development of telecommunicators. Eligible expenses include course costs, leadership scholarship programs, personnel costs, training materials and related products, lodging and mileage, and pre-employment testing.

3.1.2 EMD Grant

Massachusetts is one of the first states in the country to establish and require standards to comply with EMD certification requirements under [560 Code of Massachusetts Regulations \(CMR\) 5.0](#): Establishing certification requirements for enhanced 911 telecommunicators, governing emergency medical dispatch, and establishing 911 call handling procedures. These regulations require PSAPs to have certified EMD personnel or to provide EMD services through a certified EMD resource.

These grant funds reimburse primary PSAPs, regional PSAPs, regional secondary PSAPs, and RECCs for expenses related to providing EMD services; QA activities necessary to meet state requirements; and the purchase, installation, replacement, maintenance, and upgrade of an EMD Protocol Reference System (EMDPRS).

3.1.3 Support and Incentive Grants

The Support Grant is available to all primary PSAPs, regional PSAPs, regional secondary PSAPs, and RECCs. A portion of the prior year's 911 surcharge revenue is set aside for this grant and disbursed based on a formula that factors both the previous year's 911 call volume and the population served.

For primary PSAPs, regional secondary PSAPs, regional PSAPs, and RECCs that can provide a copy of their policy and procedure for dispatching mobile behavioral health crises response services, an additional amount is available. These funds are also disbursed using a formula that weighs both 911 call volume and population served.

The Incentive Grant is intended to encourage regionalization by providing eligible regional PSAPs and RECCs with funding in addition to amounts received through the Support Grant. Incentive funding is organized into four categories based on the type of regional entity and the number of municipalities served: regional PSAPs serving two municipalities, three to nine municipalities, ten or more municipalities, and RECCs. The Support and Incentive Grant is awarded annually to eligible RECCs and regional PSAPs through a non-competitive process.

Support and Incentive Grant funds may be used for personnel costs; CAD systems; radio consoles; console furniture and dispatcher chairs; fire alarm receiving and alerting equipment associated with providing E911; other equipment and related maintenance associated with providing E911; as well as HVAC and other environmental control equipment. Regional PSAPs and RECCs may use these funds for public safety radio systems.

The total amount of Support and Incentive Grants disbursed from 2023 to 2025 was \$101,861,927.

To ensure accountability and promote operational excellence, the Support and Incentive Grant program incorporates defined evaluation criteria that reflect the core responsibilities and statutory obligations of a PSAP/RECC. These criteria are designed to confirm that applicants maintain compliance with state requirements, demonstrate sound operational planning, and uphold established standards for continuity, reporting, and governance. Collectively, these considerations reinforce the Commonwealth's commitment to responsible stewardship of surcharge revenues while supporting high-quality, reliable emergency communications services.

The following factors are considered when evaluating applications for these grants, all of which help ensure that the applicant has addressed critical operational requirements of a PSAP/RECC:

- A reasonable, properly completed budget and application
- Adherence to filing requirements of the PSAP/RECC Annual Certification of Compliance
- Adherence to MassGIS reporting and filing requirements
- Documentation of due diligence to comply with MassGIS directives and any other issued directives
- Adherence to filing requirements for the primary PSAP, regional PSAP, or RECC Continuity of Operations (COOP) plan
- Acknowledgement of its alternate
- Adherence to grant guidelines and reporting requirements.

3.1.4 Development Grant

The purpose of the Development Grant is to support:

- The development and startup of regional PSAPs, regional secondary PSAPs, and RECCs
- The expansion or upgrade of existing regional PSAPs, regional secondary PSAPs, or RECCs

The overarching goal of the Development Grant program is to reduce the total number of PSAPs in the state while strengthening the effectiveness, interoperability and resiliency of 911 and dispatch services through regionalization.⁹

Grant funds may be used for a range of eligible expenses associated with planning, transition, and implementation, including:

- CHE (for regional secondary PSAPs only)
- Professional services to support planning, development, expansion, or operational transition
- Evaluations of operational structure, staffing, technical systems, governance, and cybersecurity (including cybersecurity assessments)
- Project management services

Transition Award

To offset the financial impact of regionalization, S911D established a Transition Award available to the entity operating a regional PSAP or RECC on behalf of participants that decommission their standalone PSAP.

The award amount is determined by the greater of the following:¹⁰

- The last allocation received by the decommissioned PSAP under the Support Grant; or
- The amount of the assessment or charge allocated to the PSAP for the current fiscal year pursuant to the signed intermunicipal agreement (IMA) or other governing agreement for the regional PSAP or RECC.

Under this structure, the Transition Award offsets, in full, the applicable assessment for the first three grant cycles. In the fourth and fifth cycles, the award phases down to 50% and 25%, respectively, before concluding.

The Transition Award does not apply to a PSAP that was previously decommissioned as part of a regional PSAP or RECC and subsequently moves to a different regional entity.

⁹ Regional Public Safety Answering Point and Regional Secondary Public Safety Answering Point and Regional Emergency Communication Center Development Grant Guidelines, Fiscal Year 2026.

¹⁰ Ibid.

Eligible Transition Expenses

Eligible Transition Award expenses may include:

- Personnel costs (PSAP director or deputy director, key support positions, certified telecommunicators)
- Training costs
- Security measures (e.g., remote cameras, remote printers, security doors)
- Temporary on-site relocation expenses
- Architectural and engineering services
- Construction and structural improvements (including materials, labor, and consulting services)
- Equipment, including:
 - Radio systems and radio consoles
 - CAD systems
 - Records management systems
 - Fire alarm receiving and alerting equipment
 - Technology integration
 - Advanced cybersecurity solutions
 - Implementation of cloud-based solutions
 - Consultant services supporting equipment deployment
- Purchase of a building

Development Grant Priorities

Development Grant applications are evaluated based on the following priority order:¹¹

1. Expansion of existing regional PSAPs or RECCs through the addition of one or more PSAPs to an existing regional entity with an executed IMA
2. Upgrades to existing regional PSAPs or RECCs
3. Development of new regional PSAPs or RECCs with an executed IMA previously funded under this grant program
4. Development of new regional PSAPs or RECCs, or expansion of existing regional PSAPs or RECCs, through the addition of one or more PSAPs, supported by letters of attestation
5. Development or expansion of regional secondary PSAPs

¹¹ **Note:** After the close of data collection, the Massachusetts State 911 Department issued updated guidelines and priorities in the *FY 2027 Development Grant Guidelines* (2026, p. 23). Accordingly, while this report reflects the priorities in effect during the study period, readers should refer to the updated guidelines for current requirements.

The total amount awarded under the Development Grant program between 2022 and 2024 was \$119,983,635.

3.2 Achievements to Date

Through S911D's sustained investment and comprehensive grant program, Massachusetts has made significant progress toward building a more resilient and efficient emergency communications system. As of December 2025, the Commonwealth supports 31 RECCs, with an additional four regionalization initiatives currently underway. These efforts have reduced the total number of PSAPs statewide from 264 to 194, with a further reduction of 16 anticipated upon completion of pending regionalization initiatives. This progress reflects a deliberate and strategic shift toward regionalization that strengthens operational sustainability and enhances service delivery.

In parallel, S911D has demonstrated a sustained commitment to workforce excellence through the establishment of a comprehensive training academy and related grant programs. Together, these initiatives strengthen the statewide 911 ecosystem by supporting a well-trained and certified workforce, promoting consistency and standardization across PSAPs, and advancing long-term operational readiness and sustainability.

As the number of RECCs continues to increase, S911D seeks to assess whether grant investments made to date have resulted in measurable improvements in operational effectiveness; identify opportunities to refine the grant programs to enhance investment outcomes; and develop a forward-looking strategy that continues to incentivize regionalization while clearly defining and measuring desired outcomes.

4 RECC Evaluations

This section presents findings from in-depth interviews and reviews of existing regional PSAPs and RECCs operating within the Commonwealth. The purpose of this analysis is to document current RECC operating models and performance characteristics through the development of individual blueprints, which serve as a practical baseline for evaluating regionalization outcomes and informing future S911D grant decisions.

To support a consistent, evidence-based view of regional emergency communications statewide, MCP integrated three complementary tools throughout this assessment: the Regionalization Roadmap Summary, the Regionalization Evidence Map, and a set of standards and best practices grounded in national guidance and peer-reviewed research. Together, these tools establish a common framework for evaluating current regional PSAP and RECC conditions, identifying performance and sustainability gaps, and translating observed trends into defensible initial grant recommendations.

Each blueprint examines how regional PSAPs and RECCs have evolved over time, how they currently function, and how well they are positioned to adapt to future demands. The analysis incorporates both quantitative and qualitative factors to provide a balanced view of operational effectiveness, fiscal sustainability, and long-term viability. Collectively, these evaluations are intended to support evidence-based planning related to regional growth, optimization, and potential consolidation.

Specifically, this section:

- Analyzes key indicators of success, growth capacity, and operational sustainability across existing regional PSAPs and RECCs

- Assesses each center's glide path, future viability, and potential need or readiness for integration with other regional or single-stream PSAPs
- Reviews core operational data, including call handling volumes, staffing models, governance structures, and service quality outcomes
- Evaluates the costs and benefits associated with regionalization, including comparative scenarios involving expansion, consolidation, or shared services

Using this integrated framework, MCP applied its MAPS methodology to develop an operational blueprint for each participating regional PSAP and RECC, as well as a statewide blueprint (see Figure 1). These blueprints provide a standardized, multi-factor view of operational maturity and risk, allowing S911D to identify patterns across centers rather than relying on anecdotal or project-specific inputs. This approach directly informs initial grant recommendations by highlighting where investments are most likely to advance S911D's regionalization objectives and where additional guidance, right-sizing, or sequencing may be needed.

It is important to note that the statewide MAPS score, as well as the regional PSAP and RECC MAPS scores, are notably higher than MCP's typical MAPS findings in the public safety communications environment, where operational maturity scores across 82 data points frequently trend closer to 5 out of 10¹². When compared to the national graphic (see Figure 2), the statewide RECC and regional PSAP score graphic demonstrates clear and measurable progress. In these visuals, high risk (red) corresponds to scores of 0–3, medium risk (yellow) to 4–7, and low risk (green) to 8–10. Collectively, the graphics illustrate that regionalization efforts, combined with comprehensive support from S911D, are producing measurable and demonstrable impacts.

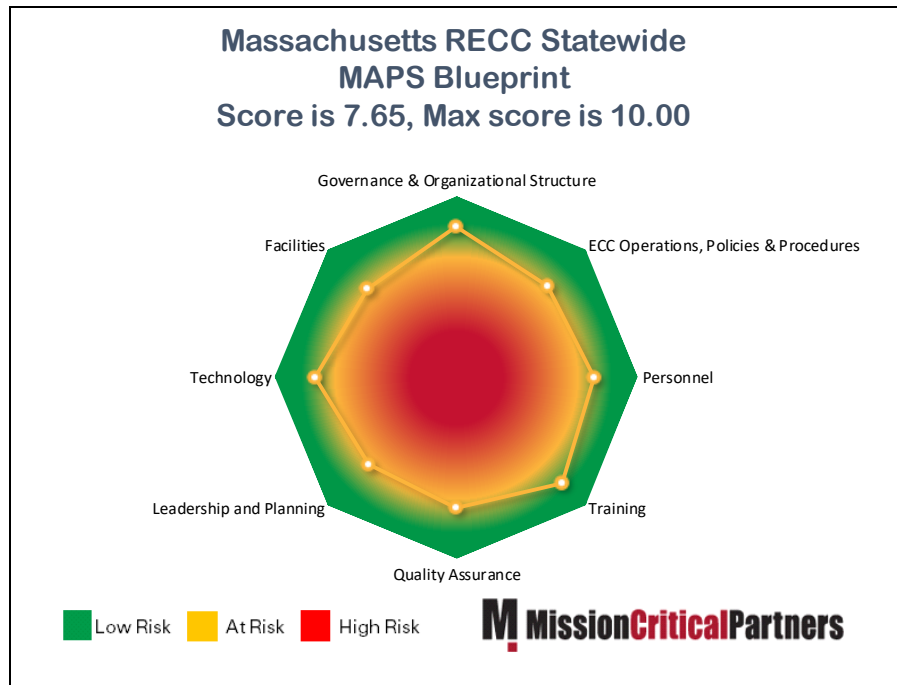


Figure 1: Massachusetts RECC and Regional PSAP Statewide MAPS Blueprint

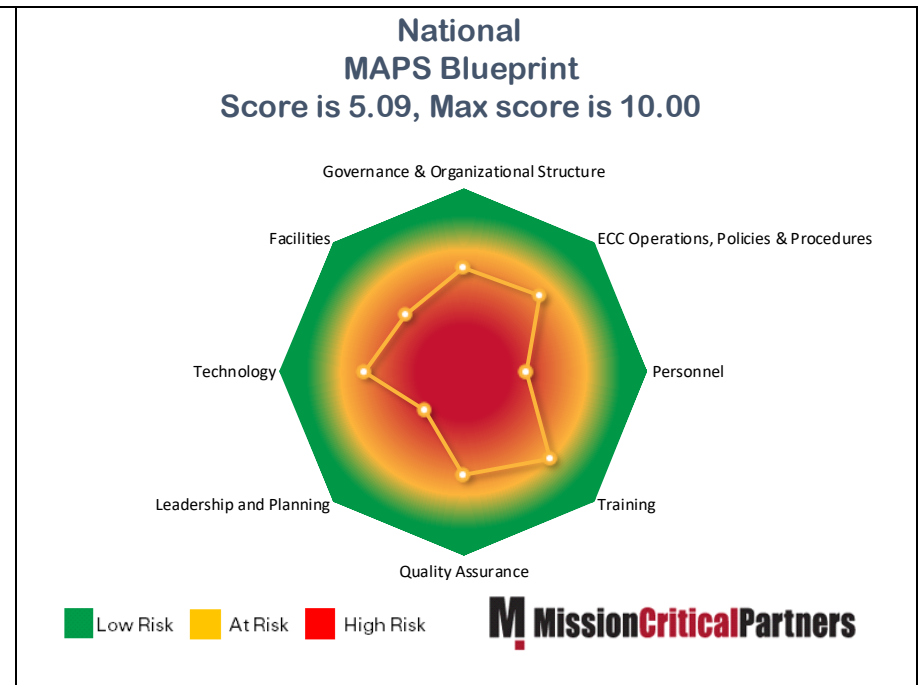


Figure 2: National MAPS Blueprint

¹² Mission Critical Partners 2025 State of the Industry MAPS: Third Edition; <https://www.missioncriticalpartners.com/analysis-insights-third-edition/>

As illustrated in the MAPS graphics above, Massachusetts' regional PSAP and RECC landscape demonstrates strong overall operational maturity. S911D-funded investments have contributed to measurable performance gains, particularly in technology modernization, training, and baseline operational capabilities. Governance structures are generally well-established, and regional centers are demonstrating increasing stability and professionalism.

These outcomes reflect not only targeted Development Grant and Support and Incentive Grant investments, but also the broader strength of the Commonwealth's statewide 911 support framework.

The Commonwealth's progress reflects a combination of sustained S911D leadership, workforce development, EMD and statewide training requirements, and ongoing operational standardization.

At the same time, performance and sustainability remain uneven across regions. Variability in governance models, cost-sharing approaches, planning maturity, facility capacity, and operational standardization creates differences in long-term stability and scalability. While regionalization has advanced significantly, continued refinement and targeted investment will be necessary to sustain progress and support future growth.

Table 2 summarizes the key cross-cutting themes identified through blueprint development and MAPS analysis.

Table 2: Cross-cutting Themes

Key Themes and Insights	
 Governance and Organizational Structure	• Governance models (district or hosted) vary widely and are determined locally. • Leadership changes and shifting political priorities can impact oversight and service level expectations. • The district model provides the strongest opportunity for standardized governance, pricing equity, and long-term autonomy. • Independent structures provide greater control but may carry higher perceived administrative costs.
 Budget and Finance	• Hosted models may struggle to fully recover all costs from participating agencies. • Fixed assessment fee increases often do not keep pace with rising operational costs. • Deconsolidation by a participating agency presents financial risk. • Long-term financial planning is inconsistent across regions.

Key Themes and Insights	
 Operations, Policies, and Procedures	- Regionalization has reduced call transfers but staffing efficiencies have not always improved because often primary radio channels are not consolidated. - There are opportunities to expand regionalization efforts and further reduce duplicate efforts and call transfers, including inherent delays in emergency call processing. - It is common practice in the state for telecommunicators to manage two or more primary dispatch channels simultaneously, which does not align with best practices. - Additional opportunities exist to leverage innovative technology to help reduce telecommunicator workload and redirect calls to more appropriate resources. - S911D has been exploring the potential to leverage technology to exchange information and callers with 988 call centers but remains early-stage.
 Personnel and Workforce	- Staffing continues to be a top challenge for RECCs and regional PSAPs and is often a driver for regionalization because it cannot be sustained to meet service levels. - There is an opportunity to leverage innovation to augment staff (e.g., artificial intelligence [AI] to support QA). - Smaller staffing pools typically reduce schedule flexibility, complicate coverage during vacancies and leave, and limit consistent specialization.
 Training	- State training requirements exceed national 911 guidelines and industry standards. S911D has one of the most extensive 911 telecommunicator training programs offered nationally. - Inherent challenges exist due to disparate systems and technologies, which create gaps in what S911D can offer for baseline training.
 Quality Assurance	- Commonwealth QA requirements meet national standards. - S911D could offer more guidance on other key performance indicators (KPIs), outside of call handling, to improve overall performance.
 Leadership and Planning	- Gaps exist in COOP planning in some RECCs that may place some agencies at risk. - Short- and long-term strategic, financial, and succession planning are inconsistent.

Key Themes and Insights	
 Technology	• Technology and infrastructure are well funded through the grant program for agencies that pursue grants. • However, funding outcomes vary depending on an agency's ability to navigate the application process which can be complex and time intensive. • Total cost of ownership—including long-term replacement costs—is not clearly mapped out. • Opportunities exist to reduce duplication and strengthen interoperability and resiliency.
 Facilities	• There is imbalance between RECCs/regional PSAPs that have available capacity and RECCs/regional PSAPs that are over capacity due to space constraints. • Some RECC/regional PSAP facilities cannot support the regionalization model, including future growth and expansion. • There is no regional roadmap for facilities to guide a significant capital investment.

The cross-cutting themes summarized above provide a statewide lens on governance, operations, finance, staffing, and infrastructure maturity across Massachusetts' regional landscape. The individual RECC and regional PSAP profiles that follow apply this framework at the center level, examining how each organization has evolved, where it demonstrates strength, and where glide path considerations may affect future sustainability or integration readiness. While many of the themes are shared across regions, the degree of operational maturity, structural risk, and growth capacity varies significantly. The following sections provide the detailed blueprint context necessary to understand these differences and inform subsequent strategic and funding considerations.

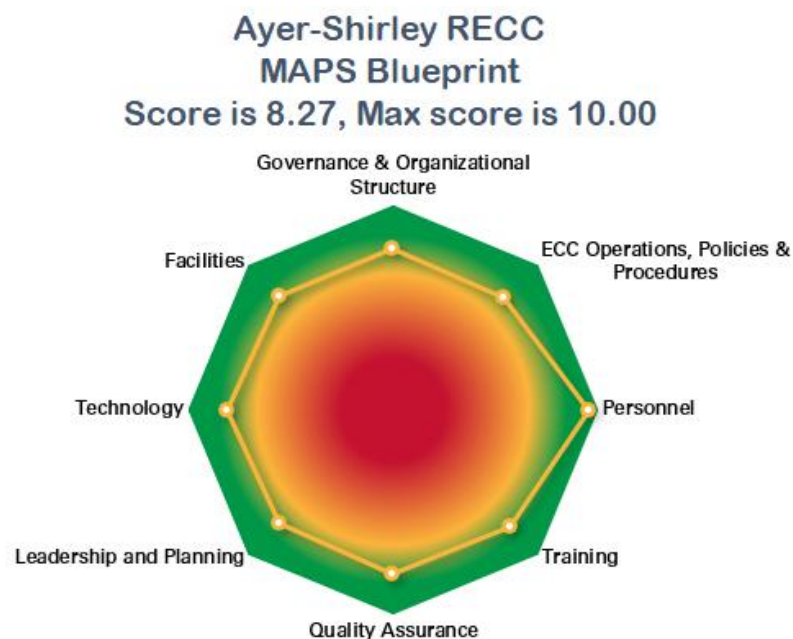
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4.1 Ayer-Shirley RECC Operational Blueprint

The Ayer–Shirley RECC (ASRECC) was established in 2018 and operates as a hosted model, with the Town of Ayer serving as the host community. The center is located within the Ayer Police Department and provides emergency communications services for the Towns of Ayer and Shirley. ASRECC serves an estimated population of approximately 16,052 and handled an average of 3,924 911 calls annually between 2022 and 2024, representing about 0.12% of the statewide 911 call volume.

The regionalization effort was initiated in response to acute staffing challenges in the Town of Shirley, which experienced a rapid and unsustainable loss of dispatch personnel. As Shirley’s PSAP staffing decreased, the Ayer PSAP initially assumed responsibility for Shirley’s 911 call handling. With support and intervention from S911D, this arrangement transitioned into a formal regional service model.

Because the regionalization occurred under urgent conditions, the process advanced without a feasibility study or formal implementation plan. As a result, several unanticipated needs emerged, including radio system upgrades, database integration, and additional infrastructure investments. Despite these challenges, the transition was completed successfully through close coordination between the two communities and targeted funding support from S911D.



4.1.1 Key Insights



- Ayer-Shirley RECC is fully compliant with the State’s training requirements and aligns with national standards.
- All full-time telecommunicator positions are currently filled.
- Telecommunicators are responsible for monitoring multiple simultaneous primary radio channels.

- The center has a robust QA program that aligns with national standards and exceeds state requirements.

4.1.2 MAPS Results: Performance, Growth, and Sustainability

Ayer-Shirley RECC Analysis	
 Governance and Organizational Structure	• The Ayer Police Chief serves as the ASRECC director, and a manager oversees daily operations. • The Town of Ayer retains ultimate decision-making authority as the host agency. • Leadership describes the relationship between Ayer and member agencies as healthy and cooperative. • Leadership has expressed a willingness to add additional agencies but is not actively soliciting participation.
 Operations, Policies, and Procedures	• ASRECC receives all emergency and non-emergency calls for service for Shirley and Ayer. • The dispatch center includes two fully equipped workstations and one overflow/training workstation that is not equipped with 911 CHE. • Telecommunicators monitor and operate multiple primary and secondary dispatch channels. • Telecommunicators perform concurrent call-taking and dispatch functions.
 Personnel and Workforce	• Authorized staffing includes one ASRECC manager, nine full-time telecommunicators, and several per diem telecommunicators. • ASRECC staffs a minimum of two telecommunicators 24/7. • All full-time telecommunicator positions and the manager position are currently filled. • Leadership reports annual retention exceeding 90%. • Telecommunicator availability is 84% when accounting for leave usage and intentional downtime. Telecommunicators are not allocated defined meal or break periods away from the console, which would reduce availability. • Absent incident and processing data, authorized staffing levels appear sufficient to maintain two positions on a 24/7 basis, when considering the use of per diem telecommunicators.
 Training	• ASRECC reports full compliance with state training requirements. • State-required classroom training is typically conducted in-house due to staffing limitations and scheduling constraints associated with S911D training offerings. • Operational training is primarily delivered through on-the-job training (OJT).

Ayer-Shirley RECC Analysis	
	- ASRECC maintains a formal training program modeled after the APCO Communications Training Officer (CTO) program; however, only one telecommunicator has completed the CTO certification course. - Staff report a high completion rate in the new hire training program. - Telecommunicators receive ongoing continuing education opportunities, both assigned and elective.
 Quality Assurance	- ASRECC complies with S911D QA requirements for EMD. - ASRECC does not conduct QA reviews for law enforcement or fire incidents. - ASRECC maintains a formal complaint process that is available to both the public and member agencies. - Leadership reports receiving few complaints, which are generally minor in nature.
 Administration and Planning	- ASRECC reports no significant challenges in executing major initiatives, including replacement of the aging IMC CAD system. - ASRECC does not maintain a formal change management plan; however, major initiatives are discussed during joint meetings with member agencies to ensure alignment.
 Technology	- IT support is provided through a contracted external service provider. - ASRECC reports no significant technology or infrastructure challenges. - ASRECC maintains modern systems that receive regular updates and has implemented cloud-based solutions, including TotalResponse and RapidSOS.
 Facilities	- ASRECC operates within a secure police department facility. - Mission-critical systems are supported by backup power and UPS systems. - The facility is at capacity and has no additional space for growth without displacement or relocating offices.

4.1.3 Funding

ASRECC reported an operating budget of \$975,573, with the majority of expenditures attributable to salaries, wages, and overtime.

As the host community, the Town of Ayer provides administrative and operational support services for the RECC that are not reflected as direct line items within the dispatch budget. These services include facility maintenance, utilities, accounting and payroll, human resources (HR), and other municipal administrative functions necessary to operate the RECC.

The Town of Shirley pays an annual assessment to Ayer for 911 and dispatch services. For FY2025, the assessment totaled \$175,000 and is scheduled to increase by \$25,000 in FY2026 and again in FY2027. Payments are made semiannually on July 1 and January 1 of each fiscal year.

Shirley's assessment is partially offset by \$130,545 in Support and Incentive Grant funding. The assessment structure is formalized through a three-year IMA. Outside of the established assessment, Shirley does not contribute to additional operational or ancillary costs associated with ASRECC.

Metric	Total
Development Grants (Cumulative through 2025)	\$1,466,707
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$228,993 - RECC Incentive – \$800,916	\$1,029,909
2026 RECC Budget (Reported)	\$975,573
2026 Development Grant	\$174,652
2026 Support and Incentive Grant - Support – \$87,304 - RECC Incentive – \$332,616	\$419,920
2026 Annual Cost Per 911 Call - RECC Contribution – \$142 - S911D Support and Incentive Grant Investment – \$107 - S911D Development Grant Investment – \$45	\$294
2026 Annual Cost Per Capita - RECC Contribution – \$61 - S911D Support and Incentive Grant Investment – \$26 - S911D Development Grant Investment – \$11	\$98
Based on: - Average Annual 911 Call Volume: 3,924 - Estimated Served Population: 16,052	

In discussion, ASRECC leadership did not express any current concerns regarding its funding. It was reported that the Town of Ayer is financially stable and does not anticipate foreseeable funding challenges. ASRECC noted, however, that the Town of Shirley may not have the same level of financial reserves and could experience difficulty meeting its assessed contribution in the future, particularly if statewide 911 funding were to decrease.

4.1.4 Opportunities

This section identifies key opportunities for ASRECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.1.4.1 *Future Viability and Glide Path*

Based on interviews and data collection, MCP identified no critical concerns regarding ASRECC's overall operational viability. The following opportunities could further strengthen long-term sustainability and professional development:

- Formalize the CTO selection and training process to establish clear designation criteria, standardize certification requirements, and promote consistent instructional methodology aligned with adult learning principles.
- Establish a senior dispatcher or comparable advanced non-supervisory role to support career progression, retention, succession planning, and limited managerial support functions appropriate to the center's size.
- Complete buildout of the third workstation by installing CHE to provide operational redundancy and additional surge capacity during high-demand events.

4.1.4.2 *Potential Integrations*

ASRECC is not actively pursuing additional municipalities or merger opportunities at this time; however, leadership indicated openness to discussions if approached by another PSAP or RECC. While ASRECC is currently operating at capacity and does not have room for physical expansion, its geographic proximity to two regional centers—one of which is also near capacity but could absorb a smaller center—could present future integration opportunities.

ASRECC's third workstation is nearing full operational readiness, which would allow for limited incremental staffing growth if call volume increases, without requiring significant additional capital investment. Any broader expansion beyond this would likely depend on external partnerships or facility modifications.

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4.2 Barnstable County Sheriff's Office Regional PSAP Operational Blueprint

Barnstable County's regional dispatch operations have evolved over several decades. Police dispatching on Cape Cod began as early as 1938 as a small operation in Barnstable Village. By the 1970s, a new facility had been constructed, and in the late 1980s, the center expanded to provide regional fire dispatching while individual municipalities continued to operate their own police dispatch centers.

Today, the Barnstable County Sheriff's Office (BCSO) Regional PSAP operates from a facility located on Joint Base Cape Cod (JBCC) in Buzzards Bay. Although located on a military base, BCSO has no direct military affiliation. BCSO Regional PSAP shares a building with the JBCC Fire Department. The center serves an estimated population of 92,329 and handled an average of 48,232 911 calls annually between 2022 and 2024, representing approximately 1.44% of the statewide 911 call volume.

The BCSO Regional PSAP operates under a hosted model, with BCSO serving as the host agency. As a sheriff's office in the Commonwealth of Massachusetts, BCSO functions as a quasi-state entity rather than a municipal authority. While designated as an RECC, the center is classified as a regional PSAP under S911D definitions, as law enforcement calls are transferred to the appropriate member municipalities for police dispatch services.

Barnstable County Sheriff's Office Regional PSAP MAPS Blueprint Score is 7.46, Max score is 10.00



4.2.1 Key Insights



- BCSO handles all the administrative tasks, reducing local burdens.
- Standard operating procedures (SOPs) are applied across all agencies.
- Governance participation is inconsistent but there is strong communication with chiefs.
- Community outreach and training excellence are points of pride for the BCSO Regional PSAP.

- Growth readiness is constrained by space and staffing.
- Technology modernization and standardization are essential; however, current systems limit efficiency.

4.2.2 MAPS Results: Performance, Growth, and Sustainability

Barnstable County Sheriff Regional PSAP Analysis	
 Governance and Organizational Structure	• The BCSO Regional PSAP operates under a hosted model and is administratively supported by BCSO, which reduces local administrative burden. • Governance participation among partner agencies is inconsistent; however, informal communication remains strong, and fire departments generally follow BCSO Regional PSAP leadership recommendations. • The current informal governance structure may not be sustainable if police dispatch services are added.
 Operations, Policies, and Procedures	• Regionalization has reduced the number of call transfers. • The county utilizes a countywide 800-megahertz (MHz) radio system, which supports interoperability. • SOPs are applied consistently across participating agencies. • Reporting capabilities within the current technology environment are limited. • The BCSO Regional PSAP has developed a robust mutual aid model.
 Personnel and Workforce	• Staffing shortages are attributed to geographical limitations and the high cost of living on Cape Cod. • Leadership has used the APCO staffing analysis tool to evaluate optimal staffing levels. • The BCSO Regional PSAP experiences persistent challenges related to unplanned absences and high utilization of leave. • Absent operational, personnel, or incident data, an evaluation of staffing levels is not possible. However, based on reported annual 911 call volume, an average workload of approximately six calls per hour would require the availability of two telecommunicators. Because 911 call demand fluctuates and does not occur evenly over time, peak periods—such as surges of up to 18 calls per hour—would require the availability of three telecommunicators.
 Training	• The BCSO Regional PSAP utilizes structured training programs for EMD, CTOs, and cardiopulmonary resuscitation (CPR) instruction. • The BCSO Regional PSAP is expanding community outreach and education initiatives through various programs and campaigns.

Barnstable County Sheriff Regional PSAP Analysis	
 Quality Assurance	The BCSO Regional PSAP has a paper-based QA/QI program that meets state requirements.
 Administration and Planning	- Leadership maintains positive relationships with partner fire departments and the community. - The current sheriff supports regionalization efforts across Cape Cod, and neighboring communities have expressed interest in participation.
 Technology	- The current CAD is outdated and lacks interoperability with APCO IntelliComm, the Automated Secure Alarm Protocol (ASAP), and RapidSOS. - The BCSO Regional PSAP reports challenges in maintaining modern technology and infrastructure. - Limited automation negatively impacts operational processes, including QA. - Operational reporting and analytics capabilities are limited, and the PSAP does not currently track KPIs.
 Facilities	- The facility is at capacity, and the operational area is overcrowded, with no available space for expansion. - The facility is not structurally designed to support essential personnel or mission-critical technologies and infrastructure.

4.2.3 Funding

The BCSO Regional PSAP has an assumed annual operating budget of approximately \$2,785,596.

As the host agency, BCSO provides administrative and operational support services for the PSAP, including payroll, HR, legal services, facility management, and technology maintenance.

Metric	Total
Development Grants (Cumulative through 2025)	\$5,520,651
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$2,234,577 - RECC Incentive – \$0	\$2,234,577
2026 RECC Budget (Assumed)	\$2,785,596
2026 Development Grant	\$384,302
2026 Support and Incentive Grant	\$3,369,269

Metric	Total
- Support – \$791,523 - Regional Incentive (3-9) – \$2,577,746 - RECC Incentive – \$0	
2026 Annual Cost Per 911 Call - RECC Contribution – \$58 - S911D Support and Incentive Grant Investment – \$70 - S911D Development Grant Investment – \$8	\$136
2026 Annual Cost Per Capita - RECC Contribution – \$30 - S911D Support and Incentive Grant Investment – \$36 - S911D Development Grant Investment – \$4	\$70
Based on: - Average Annual 911 Call Volume: 48,232 - Estimated Served Population: 92,329	

4.2.4 Opportunities

This section identifies key opportunities for the BCSO Regional PSAP to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.2.4.1 Future Viability and Glide Path

Based on the on-site visit and stakeholder interviews, MCP identified several structural and operational challenges affecting the long-term sustainability of the BCSO Regional PSAP. Addressing the following priorities would strengthen future viability:

- Conduct a comprehensive assessment of technology and infrastructure and develop a technical strategic plan to modernize systems and equipment.
- Establish a formal lifecycle replacement plan to support predictable, long-term capital planning for technology and infrastructure.
- Evaluate current facility capacity and identify viable options for expansion or relocation.
- Commission a comprehensive staffing analysis, including strategies to strengthen recruitment, hiring, and retention.
- Evaluate regional integration opportunities where consolidation may improve operational stability and support technology modernization.

4.2.4.2 Potential Integrations

BCSO Regional PSAP leadership articulated a long-term vision of expanding toward full regional dispatch services within Barnstable County, including consolidated police, fire, and EMS call handling.

With targeted investment in modernized technology and facility improvements, this model represents a viable regionalization pathway. Advancement of this approach would require strategic support from S911D to ensure sustainable implementation.

Because the BCSO Regional PSAP already operates on a shared 800 MHz radio system, additional regional integration is technically feasible. Successful expansion would depend on deployment of a modern, interoperable CAD platform and targeted initiatives to address current staffing capacity constraints.

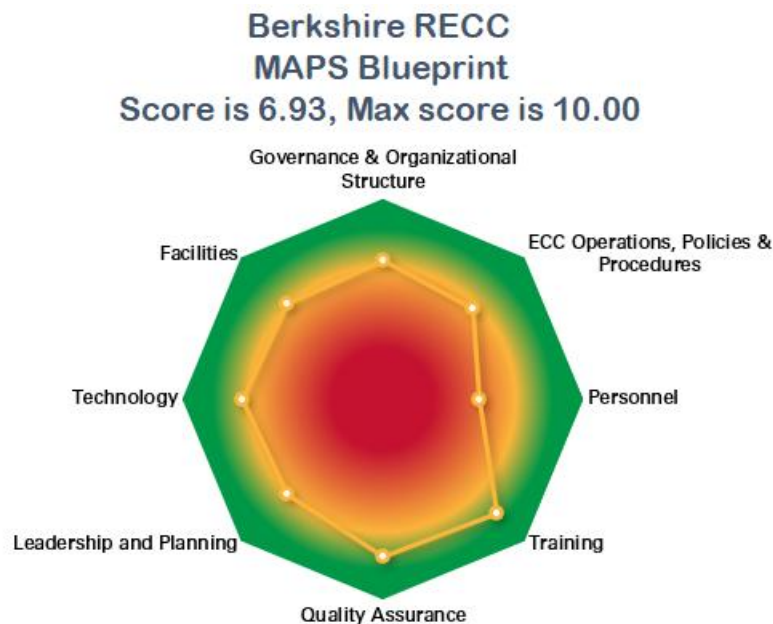
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4.3 Berkshire RECC Operational Blueprint

Berkshire RECC has a long-standing operational history under the Berkshire County Sheriff's Office, where it previously operated as a hosted model. In late 2024, S911D assumed operational control, and the RECC transitioned to a district model.

Berkshire RECC is located within the Sheriff's Office facilities in Pittsfield and provides emergency communications services to 25 communities across Berkshire and Hampshire counties. The center serves an estimated population of 45,736 and handled an average of 17,731 911 calls annually between 2022 and 2024, representing approximately 0.53% of the statewide 911 call volume.

Under the Sheriff's Office, Berkshire RECC experienced operational and staffing challenges that ultimately prompted the Sheriff to request S911D intervention to maintain continuity of service for the many small communities served by the center. Discussions between the Sheriff's Office and S911D began in 2023 and included a feasibility study conducted by S911D's Special Project Director. S911D formally assumed control of Berkshire RECC operations in December 2024, initiating hiring to address staffing vacancies and establish administrative leadership, including the appointment of a director.



4.3.1 Key Insights



- Berkshire RECC is currently down four full-time telecommunicator positions, representing approximately 27% of its authorized strength.
- Berkshire RECC has an identified need to streamline operational policies and procedures and reduce variation across member agencies.
- Berkshire RECC is compliant with S911D training requirements and aligns with national industry standards.

- Berkshire RECC has recently established a formal QA program that aligns with national standards and best practices.

4.3.2 MAPS Results: Performance, Growth, and Sustainability

Berkshire RECC Analysis	
 Governance and Organizational Structure	• Berkshire RECC is overseen by a civilian director employed by the state. • The governance structure includes four boards: law enforcement, fire, administrative, and executive advisory boards. • Berkshire RECC is not actively pursuing additional municipalities at this time but anticipates regional expansion within the next five to seven years, with a long-term objective of serving as the primary RECC for Berkshire County.
 Operations, Policies, and Procedures	• Berkshire RECC receives emergency and non-emergency calls for 26 of the 33 municipalities in Berkshire County. • Telecommunicators actively monitor on average six primary radio channels. • Leadership is working to reduce the number of disparate policies and procedures to streamline operations and reduce job complexity.
 Personnel and Workforce	• Minimum staffing consists of two telecommunicators on day and overnight shifts, and three telecommunicators on the evening shift. • At the time of this report, 11 of 15 authorized telecommunicator positions are filled, with plans to hire additional QA, training, supervisory, and administrative support positions. • Staff reported an estimated 40% turnover rate over the past three years, which has resulted in limited scheduling flexibility and mandatory overtime. • Absent operational, personnel, or incident data, an evaluation of staffing levels is not possible. Minimum staffing is two to three telecommunicators, depending on the respective shift. Under an 8-hour shift model, this minimally requires an authorized strength of 16 telecommunicators. Based on reported annual 911 call volume, an average workload of approximately two calls per hour requires the availability of two telecommunicators, which meets minimum staffing levels. • However, non-emergency call volume is reportedly up to four times higher than 911 call volume. While this additional workload could potentially be absorbed within current minimum staffing levels, this cannot be verified without detailed call distribution and workload data. Regardless, the current authorized strength of 15 telecommunicators is at least one position below the minimum required to sustain this staffing model.

Berkshire RECC Analysis	
 Training	- Berkshire RECC reports compliance with state training requirements and alignment with national standards. - Approximately 75% of new hires successfully complete the training program. - Telecommunicators complete approximately 16 hours of continuing education annually.
 Quality Assurance	- Berkshire RECC recently implemented a QA program for medical calls that is supported by written policy and is reported to be positively impacting operations. - Berkshire RECC meets the state standard of reviewing 10% of medical calls. - Berkshire RECC follows a documented complaint resolution workflow. - Staff report that approximately 50% of complaints are technology-related, with the remaining complaints split about equally between policy-related and performance-related issues.
 Administration and Planning	- Since S911D assumed oversight at the end of 2024, Berkshire RECC has received focused support in executing initiatives, including implementation of Prepared Live and standardization of operating procedures. - Berkshire RECC has developed a new change management workflow that leadership reports is functioning effectively. - Berkshire RECC does not maintain a formal strategic plan to guide short- and long-term goals and objectives.
 Technology	- Information technology (IT) support is provided by the Berkshire County Sheriff's Office IT department, which utilizes a help desk ticketing system. - Network infrastructure and software versions are current. - The radio system and workstations include redundant cores and connectivity to support failover capabilities. - The radio system experiences some coverage limitations. - Berkshire RECC utilizes IMC CAD, which is at end-of-life and requires replacement.
 Facilities	- Berkshire RECC operates within the Berkshire County Sheriff's Office correctional facility, which is secure and appropriately hardened. - The dispatch center includes four fully operational workstations (CHE, radio, and CAD) and three training/overflow positions equipped with radio and CAD only. - Mission-critical systems are supported by primary and secondary power sources and UPSs. - The current facility is at capacity with no available space for expansion.

4.3.3 Funding

Berkshire RECC reported an operating budget of \$1,030,000, which primarily consists of salaries and wages.

Following its transition to S911D oversight, Berkshire RECC continues to rely on the Berkshire County Sheriff's Office, its former host agency, for certain administrative and operational support services, including IT support, facility maintenance, and HR.

As a State-operated RECC, Berkshire does not assess member agencies for operating costs.

Leadership did not express any current concerns regarding funding sustainability.

Metric	Total
Development Grants (Cumulative through 2025)	\$8,363,247
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$1,190,193 - RECC Incentive – \$3,718,862	\$4,909,055
2026 RECC Budget (Reported)	\$1,030,000
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$134,825 - RECC Incentive – \$0	\$134,825
2026 Annual Cost Per 911 Call - RECC Contribution – \$58 - S911D Support and Incentive Grant Investment – \$8 - S911D Development Grant Investment – \$0	\$66
2026 Annual Cost Per Capita - RECC Contribution – \$183 - S911D Support and Incentive Grant Investment – \$3 - S911D Development Grant Investment – \$0	\$186
Based on: - Average Annual 911 Call Volume: 17,731 - Estimated Served Population: 45,736	

4.3.4 Opportunities

This section identifies key opportunities for Berkshire RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.3.4.1 *Future Viability and Glide Path*

Based on the on-site visit and stakeholder interviews, MCP identified no immediate concerns regarding Berkshire RECC's operational viability. The following opportunities would further strengthen long-term sustainability and organizational capacity:

- Stabilize staffing levels through strengthened recruitment, hiring, training, and retention strategies.
- Increase staffing over time to reduce reliance on mandatory overtime and support development of advanced roles, including CTO, supervisory, and QA positions. Expanded administrative staffing could reduce dependence on the Berkshire County Sheriff's Office for functions such as IT, while additional QA capacity would support compliance with S911D call review standards and enable broader review of law enforcement and fire incidents.
- Develop a comprehensive strategic plan to guide near-term transition efforts associated with the district model and establish a long-term operational roadmap. The plan should address facility planning, regional training capacity, and potential expansion to additional municipalities, and include measurable benchmarks to track progress and performance.
- Continue standardizing procedures across user agencies to reduce cognitive burden on telecommunicators and improve operational consistency.

4.3.4.2 *Potential Integrations*

Berkshire RECC is not actively pursuing additional municipalities at this time but anticipates regional expansion within the next five to seven years, with a long-term objective of serving as the primary RECC for Berkshire County.

At current minimum staffing levels, two additional workstations are available per shift. Installation of CHE equipment at three existing radio-only workstations would expand operational capacity by up to five additional positions, supporting increased workload associated with regional growth.

Any expansion should be supported by a detailed workload and cost-efficiency analysis, including evaluation of potential radio position consolidation where operationally feasible. Consolidation opportunities may be limited for agencies with multi-state dispatch responsibilities or specialized operational requirements.

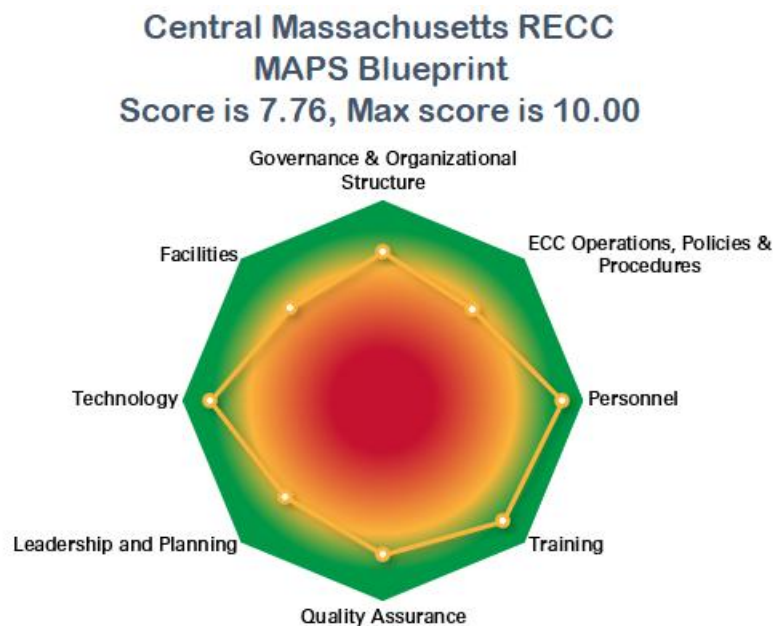
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4.4 Central Mass RECC Operational Blueprint

Central Massachusetts (Central Mass) RECC is a mature, technology-forward center that entered a new phase of regionalization in April 2025, when it transitioned to a district model. This change established shared governance and positioned the center for continued regional growth.

Central Mass RECC is located in Rutland and currently serves five participating communities, with an estimated population of 26,586. The center handled an average of 7,061 911 calls annually between 2022 and 2024, representing approximately 0.21% of the statewide 911 call volume.

With several agencies preparing to join, plans are underway for a new facility, and leadership is focused on professional development, increased staffing, and operational standardization that will support future growth; Central Mass RECC's goal is to become a regional model of operational excellence. The current transition has illuminated ongoing needs related to administrative capacity, HR structure, and state-level transition support to fully sustain and scale regional operations.



4.4.1 Key Insights



- Central Mass RECC has an identified need for additional administrative support.
- Central Mass RECC is technologically advanced and forward-thinking with emerging technologies and infrastructure.
- The current facility is at capacity, and stakeholders are considering a retrofit or relocation to a new site.
- Central Mass RECC is actively working to reduce duplication and improve operational efficiencies.

4.4.2 MAPS Results: Performance, Growth, and Sustainability

Central Mass RECC Analysis	
 Governance and Organizational Structure	- Central Mass RECC currently serves five communities and plans to onboard four additional communities in 2026. It is also in discussions with three other communities regarding potential participation. - In 2025, Central Mass RECC transitioned from a hosted model to a district model to provide shared governance, voting rights, and administrative authority to participating communities. - Under the prior advisory-only structure authority was limited, the district model formalizes governance authority and accountability. - Governance and oversight are provided through three boards and committees: - The Administrative Board, composed of member town administrators - The Operations Boards, composed of police and fire chiefs - Finance Committee, composed of chief financial officers (CFOs) from member communities
 Operations, Policies, and Procedures	- Telecommunicators perform simultaneous call-taking and dispatch functions. - Telecommunicators also perform non-emergency administrative duties, including processing police detail paperwork and answering business lines, in addition to handling 911 calls and dispatching field responders. - Leadership is working to reduce duplication and improve operational efficiencies.
 Personnel and Workforce	- Central Mass RECC has an authorized operational strength of two supervisors and eight telecommunicators, which includes part-time staff. - Central Mass RECC reports a need for additional administrative support positions. - Central Mass RECC does not have dedicated HR staff. - Transitioning to a vertical workflow model would require a substantial increase in staffing levels. - Telecommunicator availability averages approximately 80% when considering leave usage (averaging 277 hours annually per employee) and intentional downtime. Telecommunicators are not allocated defined meal and break periods. - Central Mass RECC averages less than one 911 call per hour. Breakdowns of 911 call data align with this average, although peak hours indicate Central Mass RECC may receive two 911 calls per hour. While this is a low call volume, it still requires two telecommunicators to be available in the event calls are received simultaneously. Staffing two positions 24/7 requires the equivalent of 12 full-time telecommunicators. Staffing two positions 16 hours a day and one position 8 hours a day requires the equivalent of 10 full-time telecommunicators. Having a single telecommunicator on duty does not align with best practices.

Central Mass RECC Analysis	
 Training	Central Mass RECC reports compliance with minimum state training requirements and alignment with national training standards.
 Quality Assurance	- Central Mass RECC maintains a formal QA program that is documented in an SOP. - Central Mass RECC maintains a formal complaint resolution process that is documented in policy.
 Administration and Planning	- There are opportunities to establish more formal planning processes, including strategic planning and succession planning. - Central Mass RECC does not maintain a formal change management workflow or SOP.
 Technology	- Central Mass RECC maintains modern technology and demonstrates a forward-looking approach to emerging systems and infrastructure. - Some smaller member communities lack sufficient infrastructure to support camera integration and data connectivity between the dispatch center and field facilities. - Central Mass RECC is implementing a new CAD system through Foxborough's hosted CAD solution. - S911D funds 60% of CAD maintenance costs; however, additional funding support is needed. - Central Mass RECC is implementing additional automation, including electronic quarterly reporting and development of a grant tracking portal.
 Facilities	The current facility is at capacity, and stakeholders are evaluating options for renovation or development of a new site.

4.4.3 Funding

Central Mass RECC has an assumed annual operating budget of approximately \$1,061,151.

As a district-model RECC, administrative and operational support services—including payroll, HR, legal services, facility management, and technology maintenance—are shared among the five member communities.

Metric	Total
Development Grants (Cumulative through 2025)	\$7,179,961
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$423,888 - RECC Incentive – \$1,195,731	\$1,619,619
2026 RECC Budget (Assumed)	\$1,061,151
2026 Development Grant	\$473,790
2026 Support and Incentive Grant - Support – \$141,296 - RECC Incentive – \$398,577	\$539,873
2026 Annual Cost Per 911 Call - RECC Contribution – \$150 - S911D Support and Incentive Grant Investment – \$76 - S911D Development Grant Investment – \$67	\$293
2026 Annual Cost Per Capita - RECC Contribution – \$40 - S911D Support and Incentive Grant Investment – \$20 - S911D Development Grant Investment – \$18	\$78
Based on: - Average Annual 911 Call Volume: 7,061 - Estimated Served Population: 26,586	

4.4.4 Opportunities

This section identifies key opportunities for Central Mass RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.4.4.1 Future Viability and Glide Path

Based on the on-site visit and stakeholder interviews, MCP identified no immediate concerns regarding Central Mass RECC’s operational viability. The following opportunities would strengthen long-term sustainability and organizational capacity:

- Conduct a comprehensive facility assessment to identify space constraints and evaluate expansion or relocation options.
- Evaluate automation tools to enhance training administration and QA program efficiency.
- Perform a formal organizational assessment to determine the need for a dedicated HR position, including role definition, cost analysis, and implementation strategy.

- Develop a formal strategic plan to define short- and long-term goals and measurable objectives.
- Implement a structured initiative to reduce operational duplication and inefficiencies, with defined outcomes and accountability measures.

4.4.4.2 Potential Integrations

Central Mass RECC is actively expanding its regional footprint, with additional agencies scheduled to onboard and others expressing interest in future participation.

The RECC is operating at capacity within its current facility. Continued expansion will require evaluation of long-term space needs and planning for an appropriately sized facility to support sustained regional growth.

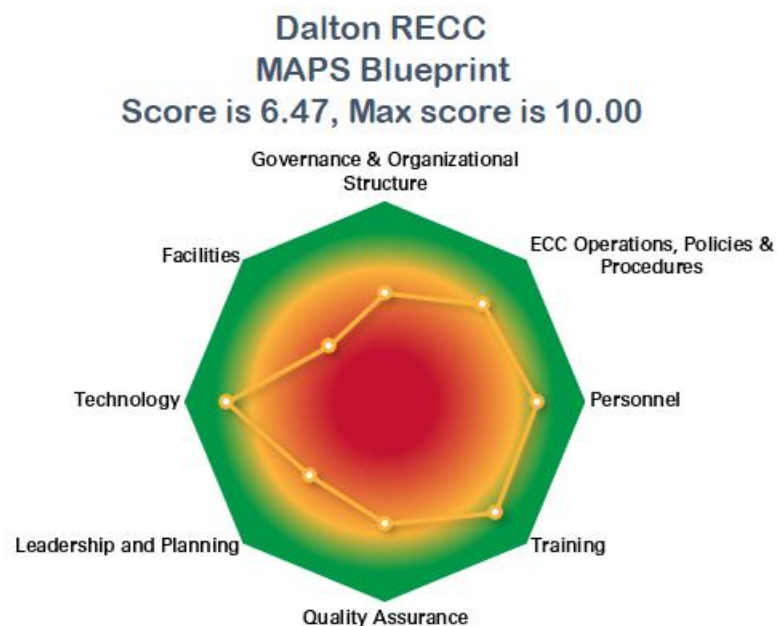
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4.5 Dalton RECC Operational Blueprint

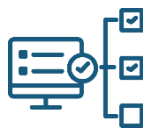
Dalton RECC was established in 1996 and operates as a hosted model, with the Town of Dalton serving as the host community. The center is located within the Dalton Police Department and provides emergency communications services for the towns of Dalton, Hinsdale, and Windsor. Dalton RECC serves an estimated population of 8,907 and handled an average of 2,246 911 calls annually between 2022 and 2024, representing approximately 0.07% of the statewide 911 call volume.

The regionalization effort was driven by the three town managers, primarily in response to pricing concerns associated with Berkshire RECC and a desire for greater local control. Little documentation remains from that time, and it is unclear what formal planning, feasibility studies, or analyses informed the decision to regionalize.

Facility modifications were made within the Dalton Police Department to accommodate the dispatch center, including interior reconfigurations.



4.5.1 Key Insights



- Dalton RECC staffs a single telecommunicator per shift, responsible for 911 and non-emergency call handling as well as police, fire, and EMS dispatch.
- The director frequently fills dispatch shifts to maintain coverage.
- Current staffing levels limit flexibility and prevent evaluation of alternative scheduling models.
- The existing facility lacks many features required of a modern communications center and is not well-suited for essential public safety services.

4.5.2 MAPS Results: Performance, Growth, and Sustainability

Dalton RECC Analysis	
 Governance and Organizational Structure	- Dalton RECC is managed by a director who reports to the Dalton Town Manager. - IMAs are in place between Dalton and participating towns, along with written agreements between each police department and the Dalton Police Department for Criminal Justice Information Services (CJIS) access.
 Operations, Policies, and Procedures	- Dalton RECC receives all emergency and non-emergency calls for service for the towns of Dalton, Hinsdale, and Windsor. - Member agencies provide their respective policies to guide dispatch operations. - Telecommunicators answer all calls and manage all radio traffic for police, fire, EMS, and utilities across the three towns, in addition to staffing a public walk-up window. - Dalton RECC is responsible for dispatching approximately three police units and one fire unit per shift, with additional fire and EMS units dispatched as incidents require.
 Personnel and Workforce	- Minimum staffing consists of one telecommunicator on duty 24/7. - Authorized staffing includes one director, five full-time telecommunicators, and three part-time telecommunicators. - At the time of this report, all five full-time positions and one of three part-time positions are filled. - Leadership reports approximately 93% retention, with one full-time telecommunicator departure in the past three years. - The director frequently works operational shifts, including double shifts, to support staffing coverage. - Telecommunicator availability averages approximately 80% when considering leave usage (averaging 288 hours annually per employee) and intentional downtime. - Dalton RECC averages less than ten 911 calls per day, and approximately 15 non-emergency calls per day. Incidents average 50 per day across law enforcement, fire, and EMS. While these represent a smaller workload, best practice is not to have a single telecommunicator on duty, which requires simultaneous call-taking and dispatching. Staffing one position 24/7 requires the equivalent of six full-time telecommunicators, placing Dalton RECC slightly understaffed. Staffing two positions, in alignment with best practices, requires the equivalent of 11 full-time telecommunicators statistically.

Dalton RECC Analysis	
 Training	- Dalton RECC reports compliance with state-required minimum training and continuing education requirements. - The training program includes classroom training provided by S911D and in-house OJT conducted by senior telecommunicators. - Leadership reports a training program completion rate exceeding 80%.
 Quality Assurance	- Dalton RECC utilizes the PowerPhone EMD protocol for medical call processing and QA. - Dalton RECC reviews approximately 18% of medical calls, which exceeds the state standard. - Dalton RECC does not conduct QA reviews for law enforcement or fire calls. - Dalton RECC maintains an informal complaint resolution process and does not formally track complaint types for performance improvement purposes.
 Administration and Planning	- Turnover in the Dalton Town Manager position has the potential to impact the RECC's ability to execute initiatives and organizational changes. - The director engages directly with Select Boards and respective police and fire chiefs to obtain support for RECC initiatives and operational needs. - Dalton RECC does not maintain a formal RECC-specific strategic plan. - Dalton RECC is mentioned in the Town of Dalton's COOP plan, including procedures for 911 call rollover and remote database access for telecommunicators.
 Technology	- IT support is provided by a third-party contractor that supports both RECC and police department systems. - Technology and infrastructure are current, and no significant system deficiencies were reported.
 Facilities	- Dalton RECC operates within the Dalton Police Department, which is located in the basement of Dalton Town Hall and Library. - The facility is at capacity with no room for expansion. - The building, originally constructed in the 1890s, is not suitable for mission-critical operations or essential personnel due to the following conditions: - The facility is not Americans with Disabilities Act (ADA) compliant. - Security, structural hardening, and hazard mitigation measures are inadequate. - Mold is present within the facility. - Ventilation is inadequate, and elevated carbon dioxide levels have been reported. - Individual UPS systems support mission-critical technology.

Dalton RECC Analysis	
	The Town of Dalton is conducting a feasibility study for development of a new public safety facility.

4.5.3 Funding

Dalton RECC reported an FY2025 operating budget of \$332,448, with salaries, wages, and overtime representing approximately 95% of total expenditures.

As the host community, the Town of Dalton provides administrative and operational support services for the RECC, including payroll, HR, legal services, facility management, and technology maintenance.

The Town of Dalton funds 50% of the RECC's operating budget. The remaining costs are allocated to the Towns of Hinsdale and Windsor based on each community's proportionate share of call volume, with billing occurring semiannually. The operating budget is partially offset by \$169,900 in Support and Incentive Grant funding.

An IMA executed in 2020 formalizes this funding structure through 2045 and includes a provision permitting capital cost assessments to participating communities if required. Outside of this provision, Dalton RECC anticipates relying on Development Grant funding to support future capital investments.

Metric	Total
Development Grants (Cumulative through 2025)	\$179,837
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$152,058 - RECC Incentive – \$357,642	\$509,700
2026 RECC Budget (Reported)	\$332,448
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$50,686 - RECC Incentive – \$119,214	\$169,900
2026 Annual Cost Per 911 Call - RECC Contribution – \$148 - S911D Support and Incentive Grant Investment – \$76 - S911D Development Grant Investment – \$0	\$224
2026 Annual Cost Per Capita - RECC Contribution – \$37 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$0	\$56

Metric	Total
Based on: - Average Annual 911 Call Volume: 2,246 - Estimated Served Population: 8,907	

4.5.4 Opportunities

This section identifies key opportunities for Dalton RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.5.4.1 Future Viability and Glide Path

Based on the on-site visit and stakeholder interviews, MCP identified structural and operational considerations affecting Dalton RECC's long-term viability. The following opportunities would strengthen sustainability and organizational capacity:

- Advance planning for the proposed Dalton Public Safety Building to address facility deficiencies and create capacity for potential regional growth.
- Increase staffing levels prior to pursuing expansion to reduce reliance on the Director for dispatch coverage, improve scheduling flexibility, decrease overtime, and support development of CTO, supervisory, and succession capacity. Staffing increases would also enable the RECC to maintain a minimum of two telecommunicators per shift, consistent with National Fire Protection Association (NFPA) 1225 standards.
- Strengthen relationships with town managers and public safety chiefs to enhance shared understanding of RECC operations and support informed decision-making regarding future sustainability.
- Develop an RECC-specific strategic plan to establish a formal roadmap for facility relocation, capital planning, and potential municipal expansion.

4.5.4.2 Potential Integrations

Dalton RECC identified the Town of Peru as a potential future member. Peru is currently served by Berkshire RECC, which maintains its own regional expansion strategy.

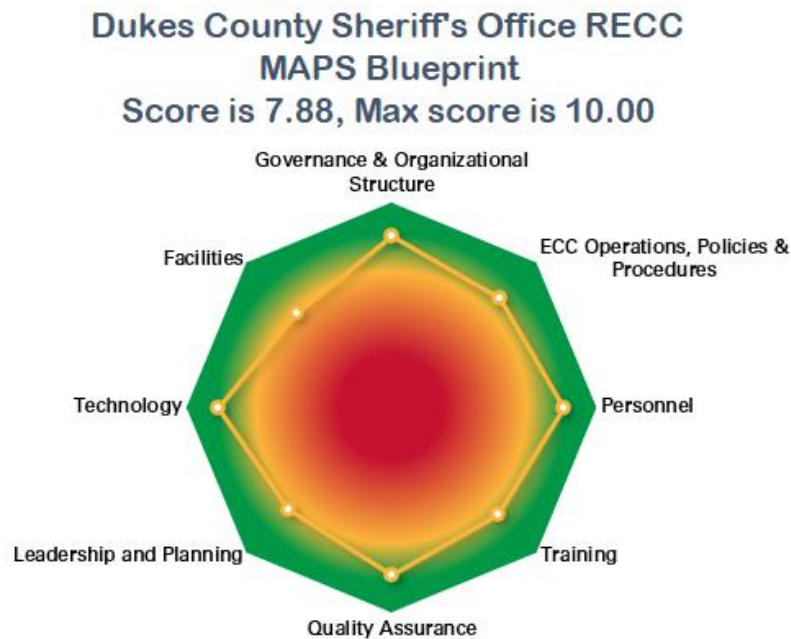
While Dalton's proposed new facility and additional console capacity could technically support incremental growth, Peru's relatively small population (641 residents) would likely generate minimal call volume increases and limited impact on cost-per-call or cost-per-capita efficiencies.

Any expansion should therefore be evaluated within the context of long-term operational sustainability, staffing capacity, and financial impact.

4.6 Dukes County Sheriff's Office RECC Operational Blueprint

Dukes County Sheriff's Office (DCSO) RECC was established in 1964 and operates as a hosted model, with DCSO serving as the host agency. The center is located within the DCSO facility on Martha's Vineyard Airport (MVY) property. DCSO RECC serves an estimated year-round population of 20,709, excluding seasonal visitor population, and handled an average of 8,026 911 calls annually between 2022 and 2024, representing approximately 0.24% of the statewide 911 call volume.

The regionalization effort was reportedly driven by a desire among the towns of Martha's Vineyard and the Elizabeth Islands to achieve cost savings through shared emergency communications services. No documentation of the original consolidation process was available during interviews.



4.6.1 Key Insights



- DCSO RECC is currently fully staffed.
- The director and assistant director occasionally work dispatch shifts to maintain coverage.
- Retention has historically averaged 75%; however, the RECC is currently fully staffed. The existing facility is at capacity, with no available space for expansion.

4.6.2 MAPS Results: Performance, Growth, and Sustainability

Dukes County Sheriff's Office Regional PSAP Analysis	
 Governance and Organizational Structure	- The RECC operates within the organizational structure of the DCSO. - DCSO RECC is not actively pursuing additional member agencies and is unlikely to expand due to geographic limitations.
 Operations, Policies, and Procedures	- DCSO RECC provides dispatch services to 66 agencies, including the County Highway Department, Animal Control, and the United States Coast Guard. - Telecommunicators monitor two primary radio channels (law enforcement and fire/EMS) and two secondary channels. - Telecommunicators perform simultaneous call-taking and dispatch functions. - DCSO RECC utilizes APCO EMD protocols for medical call processing, and internally developed protocols for law enforcement and fire call-taking.
 Personnel and Workforce	- Minimum staffing consists of two telecommunicators on duty at all times. - Authorized staffing was recently increased from 11 to 12 positions. Leadership anticipates requesting an additional position in 2026, with a long-term goal of 15 authorized positions. - Although DCSO RECC is currently fully staffed, leadership reports average retention of approximately 75%. - Dukes County Sheriff's Office RECC has a minimum of two on duty at all times. - Absent operational and personnel data, a comprehensive evaluation of staffing levels is not possible. Based on available information, DCSO RECC processes an average of approximately six 911 calls per day (approximately one every four hours) and an average incident workload of approximately five incidents per hour. Minimum staffing consists of two telecommunicators per shift, with three telecommunicators assigned during peak seasonal daytime periods. Under an 8-hour shift model, this staffing configuration minimally requires an authorized strength of 15 telecommunicators. - If assistant supervisors are included in minimum staffing—a recommended practice for DCSO RECC—the center is understaffed by approximately five positions. If the director and assistant director continue to perform routine call-taking and dispatch duties, the operational shortfall is reduced but remains approximately three positions. Director-level positions should not routinely serve as primary operational staffing.
	DCSO RECC reports compliance with state 911 training requirements for new hires and continuing education.

Dukes County Sheriff's Office Regional PSAP Analysis	
Training	• The training program includes classroom instruction and OJT. • The reported training completion rate over the past two years is approximately 50%. • Leadership reports that training practices and position classifications align with APCO standards. • There are no formal qualification requirements for designation as a CTO beyond job performance and interpersonal capability. • Geographic location creates challenges for attending off-site continuing education programs.
 Quality Assurance	• DCSO RECC maintains a written QA policy and utilizes the Frontline platform to conduct weekly random call reviews, including approximately 50% of medical calls. • DCSO RECC does not maintain a formal complaint resolution workflow and reports receiving few complaints.
 Administration and Planning	• Leadership reports no significant barriers to executing initiatives and indicates general stakeholder alignment with RECC operations. • DCSO RECC does not maintain a formal change management plan. • DCSO RECC does not have an RECC-specific strategic plan to guide long-term development and organizational direction. • DCSO RECC maintains a COOP plan; however, the plan has not been recently exercised and requires updating.
 Technology	• IT support is provided by a third-party contractor that services all law enforcement agencies on the island. • DCSO RECC currently utilizes QED CAD, implemented in 2004, and is in the process of transitioning to Hexagon CAD to enhance system capabilities. • The radio system, installed in 2022, includes geographic redundancy and multiple connectivity pathways. • DCSO RECC requires replacement of its master recording system.
 Facilities	• The RECC operates within the DCSO facility, constructed in 2007 as a public safety building designed to withstand island weather conditions. • The operations floor includes four fully equipped workstations (CAD, CHE, and radio). • DCSO RECC requires two additional workstations, additional office and training space, and a training room; however, both the operations floor and server room are operating at capacity with no available space for expansion.

4.6.3 Funding

DCSO RECC reported an FY2025 operating budget of \$2,015,270.

As a hosted model, DCSO provides administrative and operational support services for the RECC, including facility maintenance, accounting and payroll, HR, and other ancillary functions necessary to operate a government department. Staff indicated that certain additional operational costs are funded through S911D.

DCSO RECC assesses fees—divided evenly among the six towns on Martha's Vineyard—to support radio system maintenance. These assessments are administered by the Martha's Vineyard Public Safety Communications Board rather than directly by DCSO RECC.

Capital improvements for the RECC are anticipated to be funded through S911D grant programs.

Metric	Total
Development Grants (Cumulative through 2025)	\$9,719,282
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$838,002 • RECC Incentive – \$2,658,042	\$3,496,044
2026 RECC Budget (Reported)	\$2,015,270
2026 Development Grant	\$0
2026 Support and Incentive Grant • Support – \$279,334 • RECC Incentive – \$1,194,910	\$1,474,244
2026 Annual Cost Per 911 Call • RECC Contribution – \$251 • S911D Support and Incentive Grant Investment – \$184 • S911D Development Grant Investment – \$0	\$435
2026 Annual Cost Per Capita • RECC Contribution – \$97 • S911D Support and Incentive Grant Investment – \$71 • S911D Development Grant Investment – \$0	\$168
Based on: • Average Annual 911 Call Volume: 8,026 • Estimated Served Population: 20,709	

4.6.4 Opportunities

This section identifies key opportunities for DCSO RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.6.4.1 *Future Viability and Glide Path*

Based on stakeholder interviews, MCP identified no immediate concerns regarding DCSO RECC's overall operational viability. The following opportunities would strengthen long-term sustainability and organizational capacity:

- Increase staffing levels to expand supervisory coverage, reduce reliance on the director and assistant director for routine operational roles, and support development of additional CTOs to strengthen career pathways and succession planning. Additional staffing would also allow clearer separation of call-taking and dispatch functions, reducing cognitive load and operational risk.
- Formalize the CTO selection process by establishing defined eligibility criteria and adopting a written policy to professionalize the role and reinforce its place within the career progression framework.
- Develop an RECC-specific strategic plan to articulate the center's long-term vision, align stakeholders around shared priorities, and establish measurable benchmarks for tracking progress and evaluating outcomes.

4.6.4.2 *Potential Integrations*

DCSO RECC reported that it is not actively pursuing additional municipalities or a merger with another RECC. Due to its island-based geography, expansion or consolidation opportunities are limited.

While regional integration cannot be entirely ruled out, geographic constraints and operational logistics would require comprehensive evaluation to determine feasibility and impact on service delivery.

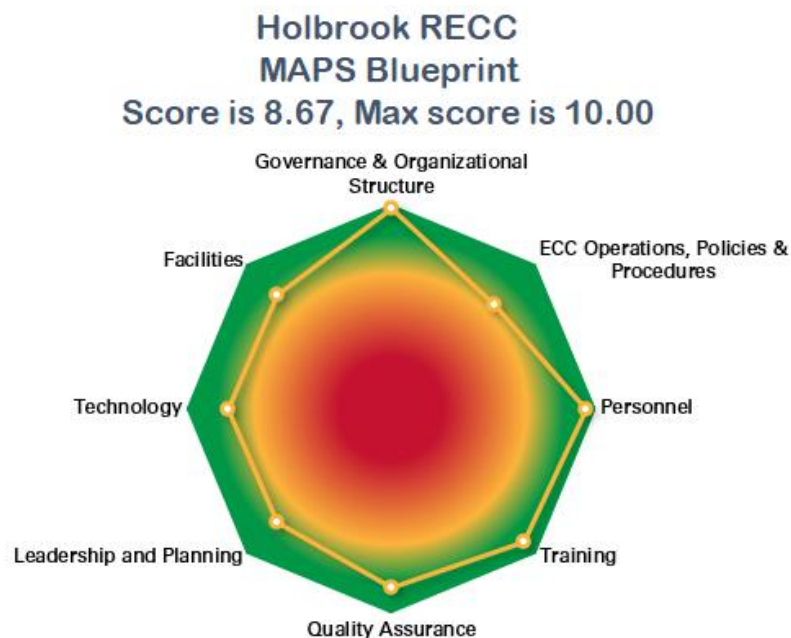
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4.7 Holbrook RECC Operational Blueprint

Holbrook RECC (HRECC) is one of the earliest regional communication centers established in Massachusetts and operates the largest regional fire radio system in the state. HRECC functions as a hosted model, with the Town of Holbrook serving as the host community. The center provides emergency communications services to 14 communities across Norfolk County and surrounding counties—with one additional in the process of onboarding—and serves an estimated population of 250,000.

HRECC supports 911 and non-emergency call processing and dispatch services for 27 agencies and serves as the lead dispatch center for County Control Points Fire Districts 4 and 14. HRECC handled an average of 39,908 911 calls annually between 2022 and 2024, representing approximately 1.20% of the statewide 911 call volume.

HRECC is widely recognized as a mature and high-performing regional center, reflecting early adoption of regionalization, investment in technology, and a sustained focus on service delivery for partner agencies.



4.7.1 Key Insights



- HRECC has experienced significant growth since 2022, with a total of 13 communities, 10 law enforcement agencies, and 13 fire departments, with reported incident volume increasing by approximately 76%.
- While opportunities exist to strengthen financial and long-term strategic planning, HRECC remains financially stable and deeply invested in the region.
- Both the Town of Holbrook, as the host jurisdiction, and member agencies realize substantial benefits—including early adoption of emerging technology, diverse and redundant infrastructure, consistent operational standards, and training and organization stability—from their involvement in the regional consortium.

4.7.2 MAPS Results: Performance, Growth, and Sustainability

Holbrook RECC Analysis	
 Governance and Organizational Structure	• HRECC maintains formal written agreements with participating agencies that define services provided and annual financial contributions for equipment maintenance and support. • The HRECC director reports directly to the Holbrook Town Administrator and the Select Board. • Leadership meets with member agencies five to six times annually to review operations and solicit feedback regarding potential changes. Leadership is actively engaged at the region and state levels. • Filling current vacancies and addressing additional staffing needs would strengthen organizational capacity and support.
 Operations, Policies, and Procedures	• Telecommunicators actively monitor multiple primary radio frequencies simultaneously. • HRECC maintains written policies and procedures; however, updates are needed, and documents must be migrated into the new policy tracking system. • HRECC uses scripted protocols for EMS call processing. • Scripted protocols for law enforcement and fire call processing are optional and are primarily used by new hires during initial training. • Opportunities exist to expand the telecommunicator health and wellness program.
 Personnel and Workforce	• Telecommunicators work two 10-hours day shifts followed by two 14-hour night shifts in a four-days on, four-days off configuration. • HRECC consistently exceeds the national standard for 911 call-answering performance. • The abandoned call rate is low. • Telecommunicators are routinely assigned responsibility for more than one primary dispatch channel simultaneously. • Telecommunicator utilization averages approximately 93%, depending on break status. When accounting for leave usage, overall availability is approximately 80%. • The current authorized operational strength includes 73 full-time employees and 15 part-time employees. Staffing is sufficient to maintain a minimum of 14 operational positions on a 24/7 basis.
 Training	• HRECC reports compliance with state training requirements. • Training practices exceed national 911 guidelines and industry standards. • New-hire classroom training is dependent on staff availability but is consistently

Holbrook RECC Analysis	
	delivered to all new hires. - Continuing education and professional development are required and adequately funded. Telecommunicators are required to complete a minimum of 16 hours annually, with funding available for up to 32 hours per fiscal year. - Defined career development pathways and promotional opportunities are established.
 Quality Assurance	- HRECC maintains a QA program that generally aligns with national standards and state requirements. - In 2024, the QA compliance rate was 96.13%. - HRECC maintains a structured employee recognition program that supports organizational culture and employee engagement. - Outside of state requirements, HRECC has not formally established KPIs for operational performance monitoring.
 Administration and Planning	- Leadership has demonstrated success in securing grant funding to support regional growth, technology advancement, infrastructure improvements, and operational cost mitigation. - Leadership is recognized at the regional, state, and international levels for innovation and collaboration. - Opportunities exist to formalize planning processes, including strategic, financial, succession, and change management planning. - Long-term financial planning is needed to address future capital investment requirements. - Promotional criteria and career progression pathways are clearly defined.
 Technology	- HRECC maintains modern, well-supported systems and infrastructure. - Multiple redundancies are in place to support mission-critical systems and operational continuity. - Systems documentation is limited and may require enhancement.
 Facilities	- HRECC operates within a modern, purpose-built facility equipped with advanced technology and infrastructure. - While the operations floor and primary equipment room have sufficient capacity, adjacent office space, administrative areas, and parking are insufficient for the current workforce size. - Expansion of administrative, management, or support staff would require displacement of existing personnel. - The facility is supported by a structured preventive maintenance program.

4.7.3 Funding

HRECC reported an annual operating budget of \$6,716,209, with salaries, wages, and overtime comprising the majority of total expenditures.

Member agencies are assessed fees to support the 911 and dispatch services, technology, and infrastructure provided by HRECC. Assessment amounts are established upon onboarding of a new agency following a comprehensive evaluation that considers agency size, workload, and technology and infrastructure requirements. Collectively, annual assessment revenue totals approximately \$4,121,000.

Agencies are generally assessed based on the number of telecommunicators required to staff one position on a 24/7 basis to support service delivery. Assessment amounts include telecommunicator wages and benefits as well as allocated overhead expenses. Overhead and transitional costs may vary depending on the size and operational complexity of the onboarding agency. In cases where additional telecommunicators are not required, HRECC has at times absorbed growth without adding administrative or support positions.

Metric	Total
Development Grants (Cumulative through 2025)	\$49,763,898
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$3,104,044 • RECC Incentive – \$0	\$3,104,044
2026 RECC Budget (Reported)	\$6,788,390
2026 Development Grant	\$12,001,495
2026 Support and Incentive Grant • Support – \$2,246,850 • Regional Incentive (10+) – \$2,202,996 • RECC Incentive – \$0	\$4,449,846
2026 Annual Cost Per 911 Call • RECC Contribution – \$170 • S911D Support and Incentive Grant Investment – \$112 • S911D Development Grant Investment – \$301	\$583
2026 Annual Cost Per Capita • RECC Contribution – \$27 • S911D Support and Incentive Grant Investment – \$18 • S911D Development Grant Investment – \$48	\$93
Based on: • Average Annual 911 Call Volume: 39,908 • Estimated Served Population: 250,000	

4.7.4 Opportunities

This section identifies key opportunities for HRECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.7.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding HRECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational capacity:

- Commission a comprehensive facility needs assessment to identify current space requirements and evaluate options for expansion or relocation.
- Assess staffing levels and operational workflows to identify efficiencies and reduce the number of primary channels managed simultaneously by individual telecommunicators.
- Develop an RECC-specific strategic plan to articulate a long-term vision, establish clearly defined initiatives, and create measurable benchmarks for tracking progress and evaluating performance.
- Develop a formal capital improvement plan (CIP) and lifecycle replacement strategy for technology and infrastructure to better define total cost of ownership and anticipate future capital needs.

4.7.4.2 Potential Integrations

HRECC indicated openness to future regional growth and expansion opportunities. However, the center is currently at capacity within its existing facility.

Given the maturity of HRECC's infrastructure, technology, and governance structure, the center is well positioned to support additional integration if facility capacity constraints are addressed. Any expansion would require advance planning to ensure adequate space, staffing, and infrastructure support.

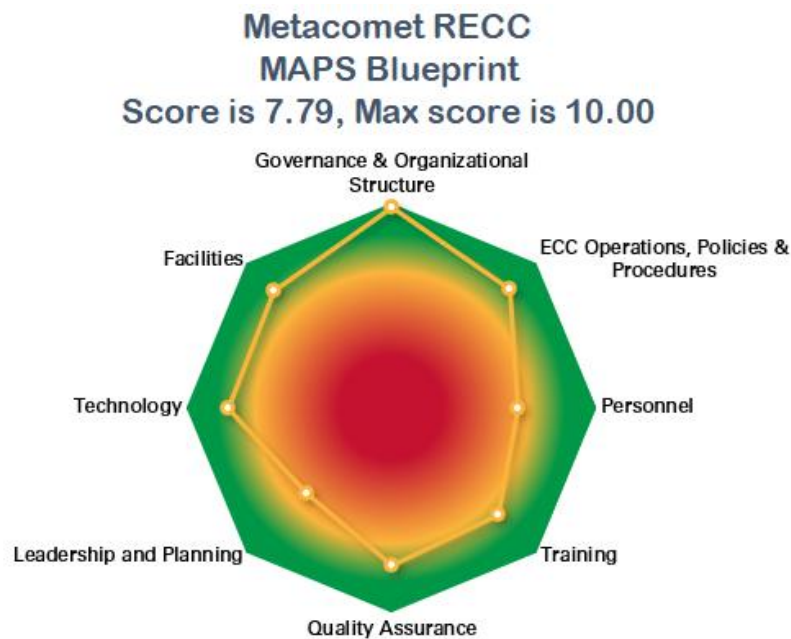
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4.8 Metacomet (MECC) Operational Blueprint

The Metacomet Emergency Communications Center (MECC) was established in 2013 (Chapter 39 of the Acts of 2013) but did not become operational until May 2019; it operates under a district model. A new facility was constructed in 2017 in Norfolk, which continues to serve as the center's location.

MECC was initially formed by the Towns of Franklin¹³, Norfolk, Plainville, and Wrentham, with the Towns of Mendon and Millville joining later, for a total of six participating municipalities. The center serves an estimated population of 76,600 and handled an average of 20,854 911 calls annually between 2022 and 2024, representing approximately 0.62% of the statewide 911 call volume.

The regionalization effort was mutually supported by participating communities and was largely driven by municipal administrators and fire department leaderships, particularly in the towns of Norfolk, Wrentham, and Plainville. Franklin would join later in the process, as would Mendon and Millville. The driving force for this regionalization effort was to increase the number of dispatchers handling calls on each shift in each community. The previous model was limited to a single dispatcher per shift, with the exception of Franklin, which had two to three dispatchers assigned to a shift.



4.8.1 Key Insights



- MECC has not been fully staffed since opening and has had to make shift modifications at times due to staffing issues.
- MECC is compliant with state training and QA requirements and aligns with national standards.

¹³ Franklin applied for and was granted a city form of government but retains the "Town of" in its official name.

- There is room to expand by one or two workstations within the existing footprint.

4.8.2 MAPS Results: Performance, Growth, and Sustainability

Metacomet RECC Analysis	
 Governance and Organizational Structure	• Governance is provided by a Board of Directors composed of town administrators from five of the six member communities. • MECC conducts operations meetings with member communities as needed, bringing together police and fire chiefs to ensure operational alignment and coordination.
 Operations, Policies, and Procedures	• MECC receives all emergency, non-emergency, and administrative calls for service from its six member communities. • The radio configuration includes six law enforcement channels, five fire channels, and numerous mutual aid channels.
 Personnel and Workforce	• Authorized staffing includes 25 full-time telecommunicators, four part-time telecommunicators, and five shift supervisors, as well as two section chiefs, one IT director, two deputy directors, and one part-time interim executive director. • Minimum staffing consists of six telecommunicators per shift. • The staffing complement is dynamic, with a constant vacancy rate of 10% to 15%. • Due to staffing shortages, section chiefs routinely work operational dispatch shifts rather than performing their primary administrative responsibilities. • The most recent staffing data provided to MCP indicates a retention rate of approximately 85%. • Absent comprehensive operational, personnel, and incident data, an evaluation of staffing levels is not possible. The number of telecommunicators required per shift is driven not only by average call volume, but also by the need to manage concurrent calls and maintain adequate dispatch position coverage for law enforcement, fire, and EMS operations. This is particularly relevant in a multi-jurisdictional environment, where simultaneous incidents and surge events may occur. • Based on reported annual 911 call volume alone, an average workload of approximately three 911 calls per hour would suggest a minimum of two telecommunicators; however, this does not account for fluctuations in demand, overlapping calls, or the need to staff multiple dispatch positions. Peak periods—such as surges of up to 18 calls per hour—would require additional staffing to assure safe and effective operations.

Metacomet RECC Analysis	
 Training	• MECC reports compliance with state 911 training requirements. • Leadership attempts to enroll new hires in the S911D academy for initial training; however, academy scheduling does not consistently align with hiring needs. • In-house operational training is computer-guided, OJT, along with some radio instruction conducted in administrative office space.
 Quality Assurance	• MECC reports compliance with state standards for medical calls QA, and the program is supported by written policy. • Medical calls are randomly selected for review, and shift supervisors may flag calls for review based on performance excellence or identified concerns.
 Administration and Planning	• Leadership reports positive internal and external relationships. • Leadership involves staff at all levels in agency initiatives, as appropriate. • MECC maintains a COOP plan that addresses evacuation and relocation procedures; however, this plan does not fully address long-term operational continuity. • MECC does not currently maintain a formal strategic plan. • MECC has allocated significant resources toward a potential merger with the Southeastern Massachusetts RECC (SEMRECC). • Leadership indicates that if the merger does not proceed, development of a formal strategic plan will be necessary to guide future organizational direction.
 Technology	• Software systems are reported to be on current, stable releases; however, most hardware components are aging. • Hardware replacement has been deferred pending the outcome of the proposed merger with SEMRECC. • Delays in merger funding approval create a scenario in which hardware replacement will still be required in the existing center due to aging equipment. • Leadership identified radio console replacement as a near-time capital need, regardless of whether the merger proceeds. • MECC employs a full-time IT administrator. • MECC utilizes a ticketing system developed within the Monday.com platform.
 Facilities	• The operations floor includes eight workstations, four of which are equipped with CHE. • The facility is at capacity. Limited options exist to add two additional workstations within the current footprint or to relocate operations into the larger training room and repurpose the existing dispatch space.

4.8.3 Funding

MECC reported an FY2026 operating budget of \$4,635,391, with salaries, wages, and overtime comprising the majority of total expenditures.

Metric	Total
Development Grants (Cumulative through 2025)	\$15,926,097
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$1,312,074 - RECC Incentive – \$3,050,076	\$4,362,150
2026 RECC Budget (Reported)	\$4,635,391
2026 Development Grant	\$75,557
2026 Support and Incentive Grant - Support – \$437,358 - RECC Incentive – \$1,016,692	\$1,454,050
2026 Annual Cost Per 911 Call - RECC Contribution – \$222 - S911D Support and Incentive Grant Investment – \$70 - S911D Development Grant Investment – \$4	\$296
2026 Annual Cost Per Capita - RECC Contribution – \$61 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$1	\$81
Based on: - Average Annual 911 Call Volume: 20,854 - Estimated Served Population: 76,600	

4.8.4 Opportunities

This section identifies key opportunities for MECC RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

MECC is currently positioned for potential regional expansion through a proposed merger with SEMRECC. In preparation for this consolidation, certain capital and operational initiatives have been deferred to avoid duplicative expenditures.

If the merger does not proceed, there will be an immediate need to address deferred technology replacements and other operational investments to maintain system reliability and organizational effectiveness.

For further evaluation of the proposed merger see Section 6.2.

4.8.4.1 Future Viability and Glide Path

Based on the on-site visit and stakeholder interviews, MCP identified structural and operational risks affecting MECC's long-term viability. The following actions would strengthen sustainability and organizational stability:

- Conduct a comprehensive assessment of technology and infrastructure and develop a technical strategic plan to modernize equipment and systems.
- Develop a formal lifecycle replacement plan for technology and infrastructure to support predictable, long-term capital planning.
- Evaluate current facility space requirements and identify viable options for expansion or relocation.
- Continue exploring regional integration opportunities, including potential merger scenarios, where consolidation could improve operational stability, staffing sustainability, and long-term resilience.

4.8.4.2 Potential Integrations

Further evaluation of the proposed MECC and SEMRECC merger can be found in Section 6.2.

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4.9 Metro North RECC Operational Blueprint

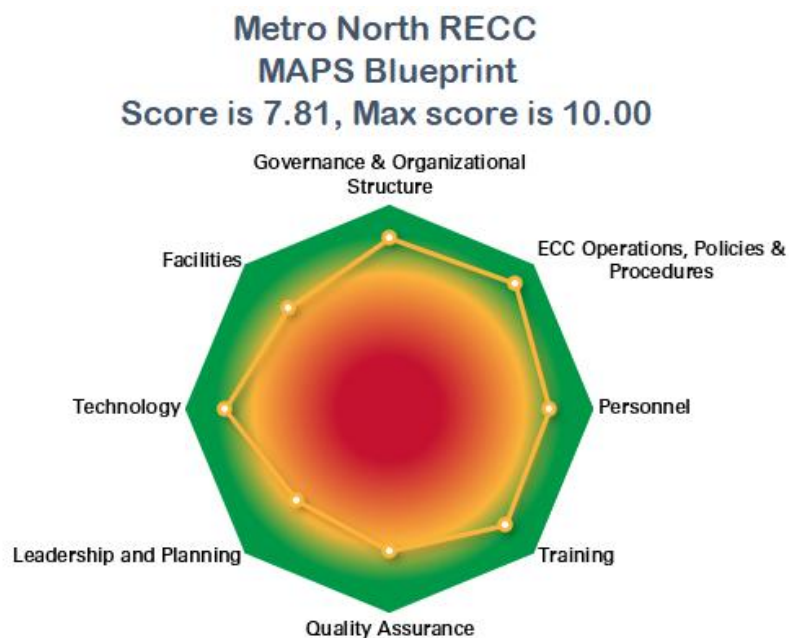
Metro North RECC went live on October 25, 2016, operating from its current facility within the Revere Police Department, initially serving the City of Revere. The Town of Winthrop joined shortly thereafter on November 9, 2016, with both municipalities pursuing regionalization primarily for funding stability and operational efficiency. Early discussions also included Chelsea and Saugus, though only Revere and Winthrop proceeded at that time.

Metro North operates as a multi-community, urban regional center and has since matured into a stable operation with established governance, financial discipline, and strong team cohesion. The center currently serves an estimated population of 119,686 and handled an average of 35,028 911 calls annually between 2022 and 2024, representing approximately 1.05% of the statewide 911 call volume.

Chelsea was formally approved in January 2025 and is expected to go live in August 2027, following completion of a new facility.

At initial go-live, the center lacked formal policies and a defined operational roadmap, which represented its most significant early challenge. In contrast, the onboarding of Chelsea is being approached with a more deliberate and structured process, including comprehensive policies and procedures, legal and operational planning, and early coordination with Chelsea's leadership and legal counsel.

Overall, Metro North RECC balances operational volume with strategic growth. While the center demonstrates strong organizational stability, there are opportunities to formalize QA/QI processes, strengthen policy alignment, and enhance staff recognition. Continued S911D support—particularly in training, onboarding guidance, and regional facility access—would further reinforce the center's long-term success and sustainability.



4.9.1 Key Insights



- Metro North RECC has structured policies and procedures but there is an opportunity to improve consistency.
- There is a need for a systematic QA/QI program that incorporates routine proactive call reviews.
- A new site is being renovated that will allow Metro North RECC to expand from seven to 12 workstation positions in addition to a training workstation.

4.9.2 MAPS Results: Performance, Growth, and Sustainability

Metro North RECC Analysis	
 Governance and Organizational Structure	• Metro North RECC operates as its own district, supported by an IMA framework. • As of March 2026, governance and oversight are provided by a Metro North RECC Board composed of the Revere and Winthrop police and fire chiefs, the Winthrop town manager, the Revere mayor, and one rotating member. • The Board provides organizational and financial oversight. • Metro North RECC manages its own budgeting and accounting functions with support from a contracted accountant.
 Operations, Policies, and Procedures	• Metro North RECC maintains structured policies and procedures; however, opportunities exist to improve consistency across member agencies. • Aligning policies and dispatch protocols among participating agencies has presented ongoing challenges. • Telecommunicators are generally assigned responsibility for a single primary dispatch channel.
 Personnel and Workforce	• Authorized staffing includes 16 full-time telecommunicators and ten supervisors. • At the time of this report, there is one full-time telecommunicator vacancy and three supervisor vacancies, which will be promoted from within. • Between 2022 and 2024, Metro North RECC experienced an average three-year turnover rate of 30.8%, with 15 employees (both experienced and probationary) departing or being terminated. Turnover was attributed to employees transitioning to police or fire positions, performance-related terminations, probationary staff not meeting required standards, and changes in career interests. • Minimum staffing is four or five telecommunicators, depending on the shift. During the hours of 0300-0700, staffing may be reduced to three due to lower call volume; however, staffing is increased to four if call volume rises or a major incident occurs.

Metro North RECC Analysis	
	• Current staffing for the 0700-1500 and 1500-2300 shifts includes four dispatch positions and one dedicated call-taker. Overnight, the Winthrop police and fire positions are primary call-takers. • Staffing four dispatch positions 24/7 and two call-takers 16 hours a day requires the equivalent of 28 full-time telecommunicators statistically, at a minimum. Including a call-taker on the overnight shift requires an additional two telecommunicators statistically, for a total of 30, at a minimum. Working supervisors may reduce the overall need. • Leadership anticipates the need to add two dispatchers and an additional call-taker upon full integration of Chelsea to maintain appropriate staffing levels. Supervisors will increase if needed.
 Training	• Metro North RECC maintains a structured training program that incorporates S911D-provided classes to meet certification requirements. • The training program is regularly updated to improve outcomes and ensure instructional materials remain current. • Leadership is preparing to incorporate additional interactive instruction and field-based perspectives in collaboration with member responder agencies. • Metro North RECC reports that slightly more than 50% of trainees successfully complete the training period.
 Quality Assurance	• Metro North RECC maintains a QA program that is defined in policy. • Complaints are managed through designated RECC member agency liaisons.
 Administration and Planning	• Leadership reports that staff and member agencies are supportive of operational improvements and organizational initiatives. • Member agencies collaborate to streamline workflows and standardize policies. • Metro North RECC does not maintain a formal strategic plan or succession plan. • Metro North RECC maintains a COOP plan; however, the plan has not been exercised.
 Technology	• All software systems are maintained on current release versions. • IT support is provided by a part-time IT administrator and a contracted IT services provider. • Leadership is developing a lifecycle replacement plan to ensure regular equipment replacement every three to five years. • Metro North RECC and its member agencies utilize IMC CAD; while not formally end of life, it is a legacy platform that many agencies are moving away from.

Metro North RECC Analysis	
 Facilities	• Metro North RECC operates within the Revere Police Department facility, which is approximately 15 years old. • The operations floor includes seven workstations and has no available space for expansion. • Ancillary space is shared with or allocated from Revere Police Department operations. • Metro North RECC plans to relocated to a renovated facility upon project completion. • The new facility will support up to 16 operational positions, accommodating Chelsea integration, training needs, and future expansion.

4.9.3 Funding

Metro North RECC has an assumed annual operating budget of \$1,061,151, with salaries, wages, and overtime comprising the majority of total expenditures.

Development Grants are pursued annually and used to offset operating and capital costs for member agencies. Recent grant-funded projects include fire alerting systems, radios, mobile data terminals (MDTs), and building renovations associated with the new facility. A dedicated staff member oversees grant applications, which has improved grant administration and coordination. The ownership structure of assets procured through grant funding is not clearly defined.

Cost allocation between member agencies is based on a weighted formula incorporating population and call volume, currently structured at 80% Revere and 20% Winthrop. Upon Chelsea's integration, the formula will transition to a three-way allocation using the same methodology. Assessment adjustments are made as needed and are generally maintained below a 4% annual increase.

Metro North RECC maintains a capital reserve fund to support lifecycle replacement, with equipment replacement planned on an approximate three-year cycle.

Metric	Total
Development Grants (Cumulative through 2025)	\$4,042,541
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$1,636,227 • RECC Incentive – \$3,379,415	\$5,015,642
2026 RECC Budget (Assumed)	\$1,061,151
2026 Development Grant	\$5,315,188

Metric	Total
2026 Support and Incentive Grant - Support – \$545,409 - RECC Incentive – \$1,209,458	\$1,754,867
2026 Annual Cost Per 911 Call - RECC Contribution – \$30 - S911D Support and Incentive Grant Investment – \$50 - S911D Development Grant Investment – \$152	\$232
2026 Annual Cost Per Capita - RECC Contribution – \$9 - S911D Support and Incentive Grant Investment – \$15 - S911D Development Grant Investment – \$44	\$68
Based on: - Average Annual 911 Call Volume: 35,028 - Estimated Served Population: 119,686	

4.9.4 Opportunities

This section identifies key opportunities for Metro North RECC to strengthen operational performance and long-term sustainability.

There is an opportunity to successfully integrate Chelsea and stabilize operations before considering the addition of other communities, potentially including a smaller municipality. Leadership expressed a preference for maintaining a manageable operational scale rather than pursuing rapid expansion.

There is also an opportunity to formalize Metro North's regionalization experience by developing structured guidance materials to support future integrations. Additionally, constructing a training facility closer to the Metro North service area could strengthen regional training capacity and operational readiness.

Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.9.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding Metro North RECC's overall viability. The following opportunities would strengthen long-term sustainability and operational performance:

- Review and align dispatch procedures to ensure consistency with member law enforcement agency protocols.
- Expand and formalize the QA program to further align with national standards and best practices.
- Adjust staffing levels as workload increases with the integration of Chelsea to maintain service levels and operational resilience.

4.9.4.2 *Potential Integrations*

Metro North RECC is currently focused on successfully integrating Chelsea and stabilizing operations before considering additional expansion. Leadership indicated that any future growth would likely be incremental, potentially including a smaller municipality.

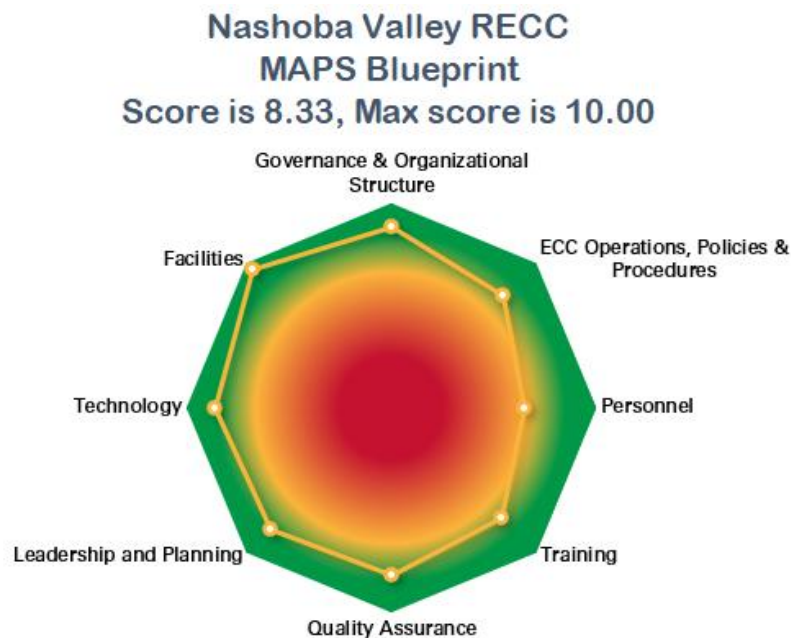
As a mature, multi-community center operating in an urban environment, Metro North RECC balances operational demand with strategic growth. The integration of Chelsea represents the next major milestone. Completion of the new facility will further position the RECC to accommodate measured expansion in the future.

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4.10 Nashoba Valley RECC Operational Blueprint

Nashoba Valley RECC was established in 2013, beginning operations on June 18, and operates under a regional dispatch district (NVRDD) model. The formation of NVRDD was championed by the fire chiefs of the four initial communities, who were influenced by successful regionalization models observed in neighboring New Hampshire.

NVRDD serves eight communities (17 agencies) and an estimated population of 63,221 and handled an average of 12,285 911 calls annually between 2022 and 2024, representing approximately 0.37% of the statewide 911 call volume.



4.10.1 Key Insights



- NVRDD does not currently maintain a formal strategic plan; however, development of this is identified as a near-term priority.
- The current dispatch facility is sufficient to meet operational needs.
- NVRDD plans to implement an innovative public access solution, including video display and TDD capabilities, to support service delivery in “dark station” communities without front desk staffing.
- NVRDD meets state training and QA requirements and aligns with national standards

4.10.2 MAPS Results: Performance, Growth, and Sustainability

Nashoba Valley Regional Dispatch District Analysis	
 Governance and Organizational Structure	- Governance and oversight are provided through a board and two committees: an Administrative Board, an Operations Committee, and a Finance Committee, each composed of representatives from member communities. - The Finance Committee oversees the operational budget and capital expenditures. - The Operations Committee, composed of the chiefs of each member agency, establishes policy and makes operational decisions to ensure interagency alignment.
 Operations, Policies, and Procedures	- NVRDD has been implementing an innovative public access solution, including video display and TDD capabilities, to support service delivery in “dark station” communities without front desk staffing. - Workflow within the center is not allocated by position; all positions call-take and dispatch for the served law enforcement, fire, and EMS agencies.
 Personnel and Workforce	- Authorized staffing is 15 telecommunicators and four supervisors, for a total of 19 RECC staff. - Staffing is four telecommunicators for each of three shifts (days, evenings, and splits), and two for overnights; supervisory staffing is one for each of the four 8-hour shifts. - Staffing challenges remain ongoing, as the center has had vacancies for several years. - Telecommunicator availability averages approximately 76% when considering leave usage (averaging 254 hours annually per employee), break periods, and intentional downtime. - NVRDD averages less than two 911 calls per hour. While this is a low call volume, it still requires two telecommunicators to be available in the event calls are received simultaneously. Staffing three positions 24/7 requires the equivalent of 18 full-time telecommunicators, while staffing four positions 24/7 requires the equivalent of 24 full-time telecommunicators. NVRDD’s authorized strength appears appropriate for the current call and incident volumes. - NVRDD plans to implement a high school internship program to assist with non-emergency municipal call handling (e.g., utilities and public works calls) to augment operational staff capacity.
 Training	- Telecommunicators complete a minimum of 32 hours of training annually. - NVRDD maintains a structured onboarding model for new hires. - The training program integrates field responder participation and collaboration.

Nashoba Valley Regional Dispatch District Analysis	
	NVRDD has a formal training academy for new hires, and the training program is accredited under APCO's Agency Training Program Accreditation (ATPA).
 Quality Assurance	- The operations manager oversees the QA program. - A formal process is in place to provide feedback in response to inquiries from member agencies.
 Administration and Planning	- NVRDD does not currently maintain a formal strategic plan; however, development of this is a near-term priority for the Administrative Board and the director. - Early leadership turnover created gaps in financial management and grant administration processes, which have since been rectified.
 Technology	- IT support is provided by a contracted IT services firm. - All equipment is reported to be within its service life, and software is routinely updated. - NVRDD utilizes inventory software to track and manage all equipment and assets. - NVRDD continues to implement new technologies to support member agency operations.
 Facilities	- The facility housing NVRDD is owned and maintained by the Massachusetts Development Finance Agency (Mass Development). - The current operations space is sufficient to meet operational needs.

4.10.3 Funding

NVRDD reported an operating budget of \$3,275,668 in FY25, with salaries, wages, and overtime comprising the majority of total expenditures.

911 grant funding supports radio technology and infrastructure, facility buildout and workstations, camera systems, IT equipment, 50% of telecommunicator wages, and training costs. Following grant reimbursements, the net annual operating budget is divided evenly among member communities.

Financial planning is driven by operational need rather than a fixed annual escalation factor; however, leadership aims to limit annual increases to approximately 5%.

A capital reserve fund is maintained, with each member community contributing \$5,000 annually.

Metric	Total
Development Grants (Cumulative through 2025)	\$7,626,455
Support and Incentive Grant (Cumulative 2023–2025) Support – \$1,182,860	\$3,066,369

Metric	Total
RECC Incentive – \$1,883,509	
2026 RECC Budget (Reported)	\$3,275,668
2026 Development Grant	\$6,161,354
2026 Support and Incentive Grant - Support – \$411,826 - RECC Incentive – \$629,503	\$1,041,329
2026 Annual Cost Per 911 Call - RECC Contribution – \$267 - S911D Support and Incentive Grant Investment – \$85 - S911D Development Grant Investment – \$502	\$853
2026 Annual Cost Per Capita - RECC Contribution – \$52 - S911D Support and Incentive Grant Investment – \$16 - S911D Development Grant Investment – \$97	\$166
Based on: - Average Annual 911 Call Volume: 12,285 - Estimated Served Population: 63,221	

4.10.4 Opportunities

This section identifies key opportunities for NVRDD to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.10.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding NVRDD's overall viability. The following opportunities would strengthen long-term sustainability and organizational stability:

- Conduct a comprehensive staffing assessment, including recruiting, hiring, and retention strategies, to reduce persistent turnover and stabilize workforce capacity.
- Develop a formal strategic plan to define short- and long-term goals, establish measurable objectives, and guide future decision-making.

4.10.4.2 Potential Integrations

NVRDD has two workstation positions that are not consistently staffed and anticipates additional physical capacity once fire department facility renovations are complete.

This additional space and existing infrastructure may provide an opportunity to accommodate measured regional growth, provided staffing stability and operational capacity are maintained.

4.11 New Braintree State Police RECC Operational Blueprint

The three Western Massachusetts State Police RECCs—New Braintree, Northampton, and Shelburne Falls—were established in 1994 and operate as hosted models, with MSP serving as the host agency for each center.

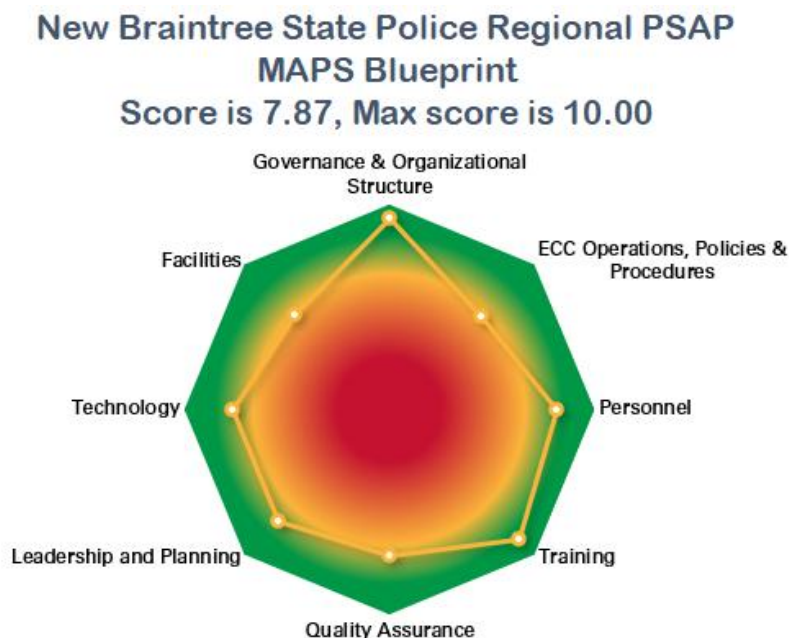
Together, these RECCs serve a combined estimated population of 144,600. New Braintree RECC serves an estimated population of 27,457; Northampton RECC serves an estimated population of 22,525; and Shelburne Falls RECC serves an estimated population of 94,763.

- New Braintree RECC handled an average of 7,380 911 calls annually between 2022 and 2024, representing approximately 0.22% of the statewide 911 call volume.
- Northampton RECC handled an average of 33,442 911 calls annually between 2022 and 2024, representing approximately 1.00% of the statewide 911 call volume.
- Shelburne Falls RECC handled an average of 17,690 911 calls annually between 2022 and 2024, representing approximately 0.53% of the statewide 911 call volume.

Collectively, the three RECCs account for approximately 1.80% of the statewide 911 call volume.

The regionalization effort was driven by 1992 legislation requiring full-time, professionally trained telecommunicators to answer 911 calls. Many small municipalities lacked the resources to meet these requirements independently and sought assistance from the Commonwealth. At the time, the Department of Public Safety was tasked with establishing some regional dispatch centers to consolidate smaller centers, and MSP was the only entity capable of doing so. Planning began in 1992, with all three MSP RECCs going live in 1994.

Stakeholders reported that the two-year planning and implementation timeline was adequate at the time. However, for a project of similar scale today, particularly involving numerous municipalities, such a compressed timeline would likely be insufficient. The regionalization was widely viewed as successful due to strong local buy-in, a shared recognition of need, and alignment around a common goal. Participants also cited fewer standards and requirements for 911 and EMD at the time as factors that simplified implementation.



The representative MAPS operational blueprint developed for New Braintree State Police RECC is also reflective of the operational conditions, governance structure, and performance characteristics at Northampton and Shelburne Falls State Police RECCs, as these centers operate under a consistent State-managed model with comparable organizational and operational frameworks.

4.11.1 Key Insights



- The three RECCs report retention rates exceeding 90%.
- As state-operated RECCs, they do not assess member agencies fees for service and instead rely only on S911D grant funding and allocations from the MSP budget.
- The three RECCs maintain minimum staffing levels through shared staffing arrangements when operationally necessary.
- The Shelburne facility is at capacity, while the New Braintree and Northampton RECCs have limited capacity to accommodate future growth.

4.11.2 MAPS Results: Performance, Growth, and Sustainability

MSP RECCs Analysis	
 Governance and Organizational Structure	• The three RECCs operate within the MSP Division of Administrative Services. • Each RECC is overseen by a supervisor who reports to the Director of Dispatch Services. • Each RECC includes representation from member agencies and municipal governance. • All three RECCs report that they are not actively pursuing additional municipal participation.
 Operations, Policies, and Procedures	• The MSP RECCs receive all emergency and non-emergency calls for service from their respective member municipalities: – New Braintree RECC serves 10 towns. – Northampton RECC serves 16 towns. – Shelburne Falls RECC serves 24 towns. • Telecommunicators perform simultaneous call-taking and dispatch functions and monitor multiple primary and tactical radio channels, in addition to ancillary duties. – New Braintree and Shelburne Falls RECCs each operate three primary channels along with tactical channels. – Northampton RECC operates additional primary fire channels, as fire agencies are not consolidated onto a single channel.
 Personnel and Workforce	• Authorized staffing at each RECC includes supervisory positions: – New Braintree RECC: 14 telecommunicators, including three supervisors – Northampton RECC: 18 telecommunicators, including five supervisors – Shelburne Falls RECC: 15 telecommunicators, including three supervisors

MSP RECCs Analysis	
	• Minimum staffing ranges from two to three telecommunicators per shift, depending on the center. • Absent operational, personnel, or incident data, an evaluation of staffing levels is not possible. However, based on reported annual 911 call volume, an average workload of approximately three 911 calls per hour would require the availability of two telecommunicators. Because 911 call demand fluctuates and does not occur evenly over time, peak periods—such as surges of up to 18 calls per hour—would require the availability of three telecommunicators. • At the time of this report, Northampton RECC has one vacancy. The remaining two centers report full staffing, and staffing shortages were not identified as a significant concern. • The combined average annual retention rate across the three RECCs is approximately 90%. • The RECCs maintain minimum staffing levels through cross-center personnel sharing when operationally necessary.
 Training	• The RECCs report compliance with state 911 training and continuing education requirements. • More than 90% of trainees reportedly complete the training program successfully, which includes both in-house and OJT. • The RECCs maintain a formal APCO CTO program. • Staff receive assigned continuing education and are encouraged to pursue additional professional development opportunities, including leadership training.
 Quality Assurance	• The three RECCs operate under a shared formal QA program for EMD calls. • A quality control supervisor oversees the program across all three centers, while on-site supervisors conduct call reviews. • All EMD calls—100%—are reviewed weekly, exceeding the state minimum requirement of 10% of medical calls. • The RECCs do not conduct QA reviews of law enforcement or fire calls. • There is no RECC-specific complaint resolution policy; however, the centers follow the MSP complaint policy framework.
 Administration and Planning	• Leadership reports no significant barriers to implementing initiatives; however, operating within a large, statewide organization may slow certain decision-making processes. • RECC staff are involved in planning and operational decisions when appropriate, and member agencies collaborate with leadership.

MSP RECCs Analysis	
	• A formal change management plan exists, though it is primarily utilized for major organizational changes. • The centers do not maintain RECC-specific strategic plans beyond what is included in grant applications. • The centers operate under a shared COOP plan; however, the plan is not regularly exercised.
 Technology	• IT support is provided by the Massachusetts Technical Services and Security (TSS) Division, which utilizes a prioritized ticketing system. • Systems are reported to be approximately 75% current. IMC CAD servers are in the process of relocation, which has delayed certain updates. • TSS conducts quarterly system upgrade rollouts to maintain compatibility and stability. • Radio infrastructure across the three RECCs is being upgraded to address existing single points of failure.
 Facilities	• Each RECC operates within an MSP facility. • New Braintree RECC and Shelburne Falls RECC each maintain four workstations; Northampton RECC maintains nine workstations. • Each facility is supported by backup generators and UPS systems for mission-critical equipment. • New Braintree and Northampton RECCs have limited capacity to support future growth. • Shelburne Falls RECC is at capacity with no room for expansion. • Server room capacity constraints exist at some locations and may be mitigated through equipment reorganization and rack clearance assessments.

4.11.3 Funding

As State-operated RECCs, MSP provides administrative and operational support services, including facility maintenance, HR, accounting, payroll, and other functions necessary to operate a government department.

As State-run entities, the RECCs do not assess member agencies. Funding is derived from State 911 grant programs and MSP budget.

New Braintree RECC

New Braintree RECC has an assumed annual operating budget of \$1,061,151, with salaries, wages, and overtime comprising the majority of total expenditures.

Metric	Total
Development Grants (Cumulative through 2025)	\$2,640,083
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$475,617 - RECC Incentive – \$1,046,691	\$1,522,308
2026 RECC Budget (Assumed)	\$1,061,151
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$158,539 - RECC Incentive – \$359,514	\$518,053
2026 Annual Cost Per 911 Call - RECC Contribution – \$144 - S911D Support and Incentive Grant Investment – \$70 - S911D Development Grant Investment – \$0	\$214
2026 Annual Cost Per Capita - RECC Contribution – \$39 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$0	\$58
Based on: - Average Annual 911 Call Volume: 7,380 - Estimated Served Population: 27,457	

Northampton RECC

Northampton RECC has an assumed annual operating budget of \$2,785,596, with salaries, wages, and overtime comprising the majority of total expenditures.

Metric	Total
Development Grants (Cumulative 2018–2025)	\$3,682,888
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$385,479 - RECC Incentive – \$0	\$385,479
2026 RECC Budget (Assumed)	\$2,785,596
2026 Development Grant	\$0

Metric	Total
2026 Support and Incentive Grant - Support – \$128,493 - RECC Incentive – \$0	\$128,493
2026 Annual Cost Per 911 Call - RECC Contribution – \$83 - S911D Support and Incentive Grant Investment – \$4 - S911D Development Grant Investment – \$0	\$87
2026 Annual Cost Per Capita - RECC Contribution – \$124 - S911D Support and Incentive Grant Investment – \$6 - S911D Development Grant Investment – \$0	\$130
Based on: - Average Annual 911 Call Volume: 33,442 - Estimated Served Population: 22,525	

Shelburne Falls RECC

Shelburne Falls RECC has an assumed annual operating budget of \$1,061,151, with salaries, wages, and overtime comprising the majority of total expenditures.

Metric	Total
Development Grants (Cumulative 2018–2025)	\$1,266,891
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$878,796 - RECC Incentive – \$0	\$878,796
2026 RECC Budget (Assumed)	\$1,061,151
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$292,932 - Regional Incentive (10+) – \$1,200,000 - RECC Incentive – \$0	\$1,492,932
2026 Annual Cost Per 911 Call - RECC Contribution – \$60 - S911D Support and Incentive Grant Investment – \$84 - S911D Development Grant Investment – \$0	\$144

Metric	Total
2026 Annual Cost Per Capita - RECC Contribution – \$11 - S911D Support and Incentive Grant Investment – \$16 - S911D Development Grant Investment – \$0	\$27
Based on: - Average Annual 911 Call Volume: 17,690 - Estimated Served Population: 94,763	

4.11.4 Opportunities

This section identifies key opportunities for, collectively, New Braintree RECC, Northampton RECC, and Shelburne Falls RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.11.4.1 Future Viability and Glide Path

Based on stakeholder interviews and data collection with leadership from the three Western Massachusetts State Police RECCs, MCP identified no immediate concerns regarding overall viability. The following opportunities would strengthen long-term sustainability and operational consistency:

- Conduct a comprehensive staffing assessment to determine appropriate supervisory and telecommunicator levels at each RECC. Increased staffing may also support additional promotional pathways and professional development opportunities.
- Conduct a facility assessment for each RECC to evaluate current space needs, backup site readiness, and long-term capacity requirements.
- Develop RECC-specific strategic plans to serve as roadmaps for future goals and operational priorities, either independently or through a coordinated framework across all three centers.

4.11.4.2 Potential Integrations

Leadership reported that the three RECCs are not actively pursuing additional municipalities or mergers; however, they remain open to integration if a mutually beneficial opportunity arises.

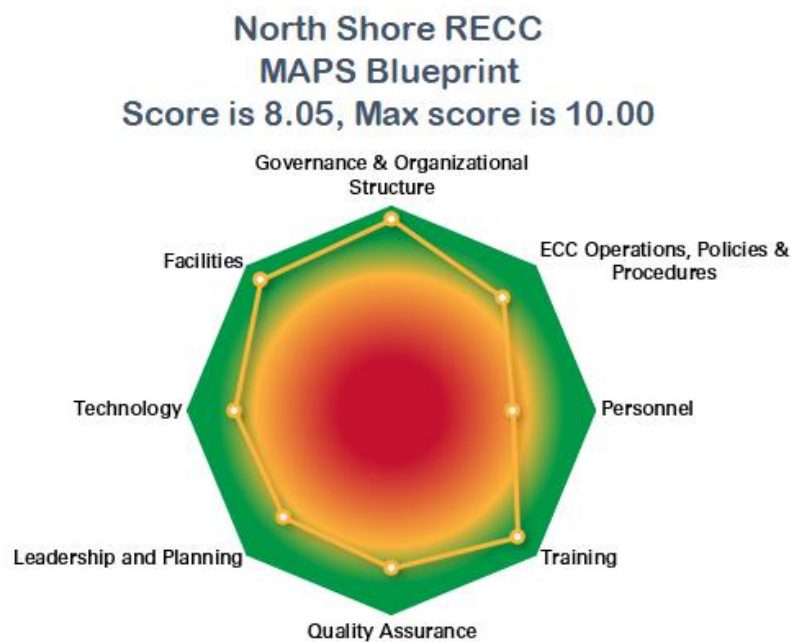
At current minimum staffing levels, each RECC may be able to absorb incremental workload associated with adding a municipality of comparable size. Operational adjustments, including evaluation of radio channel configuration and workload distribution, would likely be required.

As regionalization continues statewide, consolidation of the three RECCs into a single, larger, modern facility—while retaining one or more existing sites as backup locations—represents a long-term strategic consideration requiring comprehensive feasibility analysis.

4.12 North Shore RECC Operational Blueprint

North Shore RECC is located in Middleton and operates under a state-supported model, with the center fully funded by and overseen by S911D.

North Shore RECC serves nine communities and an estimated population of 92,582 (inclusive of two additional communities to be onboarded by June 1, 2026). The center handled an average of 13,005 911 calls annually between 2022 and 2024, representing approximately 0.39% of the statewide 911 call volume.



4.12.1 Key Insights



- North Shore RECC operates within a modern facility with sufficient capacity to accommodate expansion.
- Reliance on state hiring cycles and policy constraints, including periodic hiring freezes for administrative positions, may hinder timely staffing adjustments.
- North Shore RECC has established KPIs for call-answer performance and produces an annual report for all stakeholders, including town administrators and Select Boards.
- Playbook-based onboarding processes and emergency integration plans support the efficient absorption of new member agencies.

4.12.2 MAPS Results: Performance, Growth, and Sustainability

North Shore RECC Analysis	
 Governance and Organizational Structure	- North Shore RECC is fully funded by and overseen by S911D. - Governance and oversight are provided through four boards: - The Executive Advisory Board (EAB), which provides overall RECC oversight. - The Police Advisory Board, which addresses operational matters. - The Fire Advisory Board, which addresses operational matters. - The Administrative Board, composed of town administrators.
 Operations, Policies, and Procedures	- The RECC establishes standardized dispatch policies and procedures to promote consistency across member agencies. - Fire dispatchers and call-takers frequently monitor six or more radio channels simultaneously. - Police dispatchers monitor two to three primary radio channels. - Policies and procedures are managed and stored within the PowerDMS platform.
 Personnel and Workforce	- Cross-training across all disciplines is mandatory for telecommunicators. - A large percentage of new hires, even if they have previous experience in a PSAP, do not always complete training or the probationary period due to the multi-disciplined approach. - Reliance on state hiring cycles and policy constraints, including periodic hiring freezes for administrative positions, may delay staffing adjustments. - Competition from other RECCs for qualified telecommunicators presents an ongoing recruitment challenge. - North Shore RECC has an average three-year turnover rate of 25.9%, which includes those terminated for not successfully completing training. - Telecommunicator availability averages approximately 78% when considering leave usage (averaging 216 hours annually per employee), break periods, and intentional downtime. - North Shore RECC averages less than two 911 calls per hour, although peak hours indicate North Shore RECC may experience a surge of up to 18 911 calls per hour. While two calls per hour represent a low call volume, it still requires two telecommunicators to be available in the event calls are received simultaneously. - North Shore RECC appears to staff three law enforcement positions 24/7 as well as two fire positions. It appears that staffing may decrease during the overnight hours. Absent comprehensive incident data, it is not possible to determine if the operational configuration is appropriate. However, staffing six positions 16 hours a day (five dispatch, one call-taker) and five positions (four dispatch, one call-taker) 8 hours a day requires the equivalent of 31 full-time telecommunicators.

North Shore RECC Analysis	
	Maintaining supervisory positions on each shift aligns with best practices.
 Training	- North Shore RECC employs a dedicated training manager and operates a comprehensive training academy, including a year-long supervisor academy. - The training program is structured and designed to support long-term professional development.
 Quality Assurance	North Shore RECC has established KPIs for call-answer performance and produces an annual report for member chiefs.
 Administration and Planning	- North Shore RECC serves as a regional leader in advancing public safety best practices and mutual aid coordination. - Leadership emphasizes peer-level collaboration with member agencies. - Structured onboarding playbooks and emergency integration plans support the efficient integration of new member agencies.
 Technology	- Development of a shared radio system remains a significant operational and financial undertaking. Implementation is phased to align with CAD upgrades and budget availability. - Incomplete radio infrastructure creates operational strain and continued reliance on legacy systems. - North Shore RECC currently utilizes the IMC CAD system. - Comprehensive communications plans have been developed for each member municipality to enhance interoperability and preparedness. - System upgrades require S911D financial approval and procurement processing, which may delay implementation timelines. - Maintenance contracts are in place for most equipment, with certain components maintained at the state level.
 Facilities	North Shore RECC operates within a modern facility with sufficient capacity to accommodate future expansion.

4.12.3 Funding

North Shore RECC reported an operating budget of \$6,350,980, with salaries, wages, and overtime comprising the majority of total expenditures.

Operating costs are supported through 911 surcharges, eliminating the need for municipal assessments and providing a stable funding structure. Leadership indicated that the no-fee service model, combined with professionalized dispatch operations, has supported regional growth and member recruitment.

Because the RECC operates within the State procurement framework, equipment purchases and technology integrations may be delayed due to centralized approval processes. North Shore RECC does not maintain direct budgetary control or independent spending authority.

Metric	Total
Development Grants (Cumulative through 2017¹⁴)	\$11,614,467
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$0 - RECC Incentive – \$0	\$0
2026 RECC Budget (Reported)	\$6,350,980
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$0 - RECC Incentive – \$0	\$0
2026 Annual Cost Per 911 Call - RECC Contribution – \$489 - S911D Support and Incentive Grant Investment – \$0 - S911D Development Grant Investment – \$0	\$489
2026 Annual Cost Per Capita - RECC Contribution – \$69 - S911D Support and Incentive Grant Investment – \$0 - S911D Development Grant Investment – \$0	\$69
Based on: - Average Annual 911 Call Volume: 13,005 - Estimated Served Population: 92,582	

4.12.4 Opportunities

This section identifies key opportunities for North Shore RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

¹⁴ When Essex County Regional transitioned into a State 911 center, it no longer received grant funding. This figure represents Essex County Regional's cumulative Development Grant.

4.12.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding North Shore RECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational performance:

- Develop standardized training and policy templates that could serve as scalable models for regional and statewide consistency.
- Refine recruiting and hiring processes to mitigate delays and inefficiencies associated with state hiring cycles and administrative staffing limitations, which may affect optimal workforce stability.

4.12.4.2 Potential Integrations

North Shore RECC has demonstrated sustained regional growth, expanding from five to nine communities, with plans to integrate two additional municipalities by June 1, 2026—for a total of 11 communities served.

The RECC's prior expansion efforts have been operationally successful, and leadership remains open to continued, measured regional integration consistent with facility capacity and staffing sustainability.

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4.13 Northampton State Police RECC Operational Blueprint

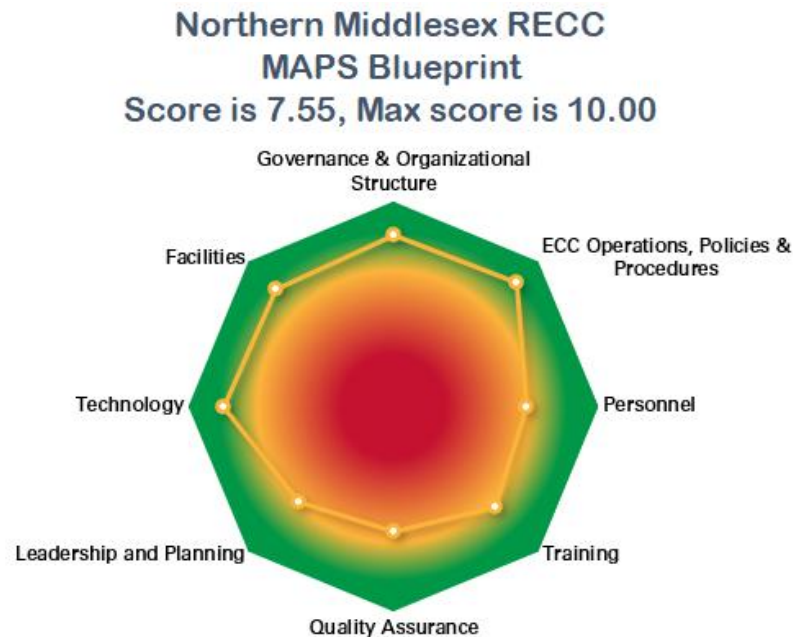
The MSP RECCs in New Braintree, Northampton, and Shelburne Falls are presented together in a single section, as all three centers are managed by MSP under a common operational structure. Details applicable to the Northampton RECC are included within the New Braintree Operational Blueprint.

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4.14 Northern Middlesex RECC Operational Blueprint

Northern Middlesex RECC (NMRECC), located in Tewksbury, began operations on September 1, 2020.

NMRECC serves an estimated population of 64,768 across the two participating municipalities, Dracut and Tewksbury. The center handled an average of 17,657 911 calls annually between 2022 and 2024, representing approximately 0.53% of the statewide 911 call volume.



4.14.1 Key Insights



- Staffing shortages persist within NMRECC, with 10 of 17 authorized positions currently filled. As a result, telecommunicators routinely work extended schedules of 70 to 80 hours per week to maintain coverage.
- Opportunities exist to strengthen training consistency and improve follow-through in program implementation.
- Technology inefficiencies negatively impact operational effectiveness.
- Facility capacity is limited; expansion would require investment in noise mitigation and workstation enhancements to support additional positions.

4.14.2 MAPS Results: Performance, Growth, and Sustainability

Northern Middlesex RECC Analysis	
 Governance and Organizational Structure	- Governance is provided by a Board of Directors composed of two town managers and the executive director, which meets annually. - An operations committee, consisting of the executive director and four supervisors, meets bi-monthly to address operational matters.
 Operations, Policies, and Procedures	- Co-location of police and fire dispatch functions has improved interoperability and situational awareness. - NMRECC utilizes a variety of operational reports and routinely analyzes statistical data to inform performance improvements. - NMRECC maintains a formalized peer support and critical incident stress management (CISM) program aligned with best practices and documented in policy.
 Personnel and Workforce	- Staffing shortages persist, with 10 of 17 authorized positions currently filled. Telecommunicators routinely work extended schedules of 70 to 80 hours per week to maintain minimum coverage. - Chronic vacancies have resulted in high overtime utilization and recruitment challenges, particularly in competing with standalone PSAPs offering comparable compensation for lower workload. - Insufficient staffing levels negatively impact morale and service capacity. - A limited regional hiring pool contributes to competition among neighboring RECCs for qualified candidates. - Despite staffing pressures, current personnel demonstrate strong commitment to operational continuity. - Supervisors regularly work dispatch shifts to maintain minimum staffing levels. - Leadership has expressed interest in utilizing per diem telecommunicators from neighboring centers to supplement staffing shortages. - Absent operational, personnel, or incident data, an evaluation of staffing levels is not possible. However, based on reported annual 911 call volume, an average workload of approximately two 911 calls per hour requires the availability of two telecommunicators. Because 911 call demand fluctuates and does not occur evenly over time, peak periods—such as surges of up to 12 calls per hour—would require the availability of three telecommunicators.
	Training gaps exist, including incomplete implementation of certain programs such as Denise Amber Lee.

Northern Middlesex RECC Analysis	
Training	• Training and certification pathways are underdeveloped, and documentation is incomplete. • Opportunities exist to expand training through Telecommunicator Emergency Response Team (TERT)-based exercises, state-funded cross-training initiatives, and structured mentoring programs.
 Quality Assurance	• NMRECC maintains a formal QA program documented in an SOP; however, the program is not regularly updated. • Complaint resolution processes are informal and not clearly defined in policy.
 Administration and Planning	• NMRECC does not maintain a formal change management process or workflow. • NMRECC would benefit from development of formal planning processes, including strategic and succession planning. • A formal COOP plan exists but is not regularly exercised or updated.
 Technology	• Technology inefficiencies, including a multi-PC configuration and limited phone system integration, negatively impact workflow efficiency. • Certain systems and hardware components are outdated and require upgrade or replacement to reduce operational inefficiencies.
 Facilities	• The facility, provided by the Town of Tewksbury, has limited capacity for expansion. • Expansion within the current footprint would require investment in noise mitigation measures and workstation upgrades.

4.14.3 Funding

NMRECC has an assumed annual operating budget of \$2,785,596, with salaries, wages, and overtime comprising the majority of total expenditures.

Cost sharing between the two member communities is based on call volume and is currently structured as a 51% / 49% allocation, which both communities consider equitable. A lifecycle replacement budget is maintained for hardware, including monitors and PCs; however, there is no formal capital improvement fund or long-term capital plan.

NMRECC has utilized S911D grant funding to support radio system upgrades (including digital and repeater systems) for both communities, a CAD system project and associated maintenance, the deputy director position, and HVAC assessment and upgrades.

Leadership noted that approximately \$300,000 in prior grant funding was forfeited due to previous grant administration deficiencies.

Metric	Total
Development Grants (Cumulative through 2025)	\$13,496,770
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$1,037,781 - RECC Incentive – \$2,487,588	\$3,525,369
2026 RECC Budget (Assumed)	\$2,785,596
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$345,927 - RECC Incentive – \$836,110	\$1,182,037
2026 Annual Cost Per 911 Call - RECC Contribution – \$158 - S911D Support and Incentive Grant Investment – \$67 - S911D Development Grant Investment – \$0	\$225
2026 Annual Cost Per Capita - RECC Contribution – \$43 - S911D Support and Incentive Grant Investment – \$18 - S911D Development Grant Investment – \$0	\$61
Based on: - Average Annual 911 Call Volume: 17,657 - Estimated Served Population: 64,768	

4.14.4 Opportunities

This section identifies key opportunities for NMRECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.14.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding NMRECC's overall viability. The following opportunities would strengthen long-term sustainability and operational performance:

- Stabilize staffing through enhanced recruitment, hiring, training, and retention strategies.
- Close identified training gaps and improve follow-through on implementation of established training programs.
- Commission a comprehensive technology assessment to identify opportunities to modernize systems and infrastructure.

- Develop a formal lifecycle replacement plan for core and non-core systems and equipment, including total cost of ownership projections.
- Develop a regionalization playbook or lessons-learned framework to document expansion experiences and inform future integration efforts.
- Seek additional clarity from S911D regarding grant caps, matching requirements, and post-grant obligations to improve long-term financial planning.

4.14.4.2 Potential Integrations

NMRECC has physical capacity to expand, with three available workstation positions that could support additional communities. However, staffing stabilization should precede any expansion efforts.

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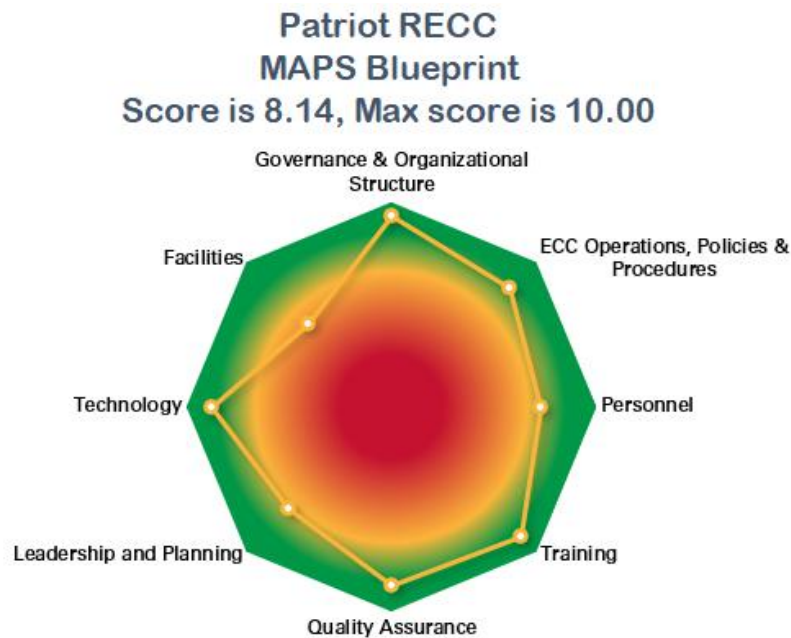
4.15 Patriot RECC Operational Blueprint

Patriot RECC was established in 2020 and operates as a hosted model, with the Town of Pepperell serving as the host community. Patriot RECC provides emergency communications services for the towns of Ashby, Dunstable, Groton, Pepperell, and Townsend, serving a combined estimated population of 38,597.

Patriot RECC handled an average of 4,398 911 calls annually between 2023 and mid-December 2025, representing approximately 0.13% of the statewide 911 call volume.

The regionalization effort was initiated by the Pepperell Town Manager as a cost-savings strategy. Initial plans contemplated joining NMRECC; however, a local vote in Pepperell did not support that approach. Planning for an independent center began in 2018 with Ashby, followed by Townsend. The New Middlesex Council of Governments (COG) supported a feasibility study. Although the COVID-19 pandemic slowed the implementation, Patriot RECC successfully went live in 2020. In 2024, the towns of Groton and Dunstable joined Patriot RECC.

Issues arose during the process, such as the lack of a contingency plan and contingency funding, as well as immediately outgrowing the facility. Despite these constraints, the transition was successful, largely attributed to the director's strong leadership and working relationships with public safety officials and delivering on his commitments.



4.15.1 Key Insights



- Patriot RECC operates in accordance with the policies and procedures established by each member agency.
- The annual telecommunicator turnover rate is approximately 20%.

- Patriot RECC maintains a QA program that aligns with state requirements and national standards.
- The current facility is dated and does not adequately meet operational needs.

4.15.2 MAPS Results: Performance, Growth, and Sustainability

Patriot RECC Analysis	
 Governance and Organizational Structure	• Patriot RECC is overseen by a director who reports directly to the Pepperell Town Administrator. • A Board of Directors, composed of town administrators, police chiefs, fire chiefs, or their designees, provides oversight of Patriot RECC's budget, SOPs, and IMA modifications. • A Police Board (sergeants and RECC staff) and a Fire Board (lieutenants or district chiefs and RECC staff) provide operational guidance but do not establish or modify policy. • Leadership is not actively pursuing additional member agencies; however, external agencies have expressed interest in potential participation. • Tyngsborough has been identified as a potential future member should the RECC elect to expand.
 Operations, Policies, and Procedures	• Patriot RECC receives all emergency and non-emergency calls for service for the Towns of Ashby, Dunstable, Groton, Pepperell, and Townsend. • Telecommunicators monitor and dispatch approximately 15 primary radio channels and five secondary channels. • Patriot RECC maintains a comprehensive set of SOPs that are reviewed at least annually through a structured process involving the Police and Fire Boards. • Patriot RECC utilizes PowerPhone EMD protocols for medical calls and internally developed protocols for law enforcement and fire call processing.
 Personnel and Workforce	• Authorized staffing includes 16 positions, consisting of operational and administrative personnel. • Minimum staffing consists of three telecommunicators on duty at all times. • At the time of this report, there is one telecommunicator vacancy. Leadership reports annual turnover generally below 20%; however, Patriot RECC has not achieved full staffing in the past five years. • Absent operational, personnel, and incident and processing data, an evaluation of staffing levels is not possible. Under an 8-hour shift model, maintaining a minimum of three positions per shift requires the equivalent of 15 telecommunicators. When

Patriot RECC Analysis	
	considering leave usage and meal and break periods, the required authorized strength would increase.
 Training	• Patriot RECC reports compliance with state 911 training requirements and a new hire training completion rate exceeding 80%. • Patriot RECC maintains a formal training program supported by certified trainers. • Telecommunicators are required to follow structured EMD protocols; use of internally developed police and fire call-taking protocols is optional. • Continuing education opportunities are available through the PowerPhone suite, including coursework related to mental health and wellness.
 Quality Assurance	• Patriot RECC maintains a formal QA program utilizing the PowerPhone platform. • Patriot RECC reviews 100% of medical calls, exceeding the state minimum requirement of 10%; however, law enforcement and fire calls are not routinely reviewed. • A formal complaint resolution process is documented and followed.
 Administration and Planning	• Funding is identified as the primary constraint for large-scale initiatives, though town administrators are reported to be supportive of necessary investments. • Patriot RECC relies on S911D for certain capital and lifecycle replacement funding. • Patriot RECC does not maintain a formal change management process or a structured strategic plan.
 Technology	• IT support is provided by a contracted third-party vendor and includes a formal ticketing system. • Systems are maintained on current software versions and updated as necessary. • No significant technology deficiencies were reported. • The radio system infrastructure is modern, and equipment is current.
 Facilities	• Patriot RECC operates within the secure Pepperell Police Department facility. • The operations floor includes four fully equipped workstations. • The facility is at capacity, has no room for expansion, and it is not compliant with ADA requirements. • The server room requires modernization, and its current locations presents operational limitations. • The facility is supported by both primary and secondary power sources.

4.15.3 Funding

Patriot RECC reported an operating budget of \$1,854,288, with salaries, wages, and overtime comprising the majority of total expenditures.

As the host agency, the Pepperell Police Department provides administrative and operational support services not reflected as direct line items within the RECC budget, including HR, payroll, accounting, and other municipal support functions.

After deduction of grant funding, the remaining operating costs are assessed to the five member communities based on population. The operating budget is offset by \$678,842 in 911 Support and Incentive Grants funding.

Metric	Total
Development Grants (Cumulative through 2025)	\$2,382,436
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$389,213 • RECC Incentive – \$998,982	\$1,388,195
2026 RECC Budget (Reported)	\$1,854,288
2026 Development Grant	\$586,787
2026 Support and Incentive Grant • Support – \$181,051 • RECC Incentive – \$497,791	\$678,842
2026 Annual Cost Per 911 Call • RECC Contribution – \$422 • S911D Support and Incentive Grant Investment – \$154 • S911D Development Grant Investment – \$133	\$709
2026 Annual Cost Per Capita • RECC Contribution – \$48 • S911D Support and Incentive Grant Investment – \$18 • S911D Development Grant Investment – \$15	\$81
Based on: • Average Annual 911 Call Volume: 4,398 • Estimated Served Population: 38,597	

4.15.4 Opportunities

This section identifies key opportunities for Patriot RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.15.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding Patriot RECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational capacity:

- Develop and implement a facility renovation plan to modernize the operations floor, improve workspace functionality, and address infrastructure risks, including relocation of the server room from areas exposed to overhead water lines. Renovation planning should also consider future growth capacity and inclusion of amenities common in modern PSAP environments.
- Evaluate and pursue standardization of procedures across all user agencies to reduce cognitive burden on telecommunicators and improve operational consistency.
- Develop a formal change management framework and a comprehensive strategic plan to guide future initiatives, including potential expansion and infrastructure modernization. The strategic plan should establish measurable objectives and benchmarks to evaluate progress and performance.

4.15.4.2 Potential Integrations

Patriot RECC is operationally positioned to support measured regional growth. While leadership is not actively pursuing additional municipalities, the center remains open to expansion if a mutually beneficial opportunity arises.

Based on current minimum staffing of three telecommunicators per shift, Patriot RECC may have capacity to absorb incremental workload associated with adding a municipality comparable in size to an existing member. Any expansion should be evaluated in relation to staffing sustainability, facility readiness, and long-term operational impact.

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4.16 Regional Old Colony Communications Center (ROCCC) Operational Blueprint

Regional Old Colony Communications Center (ROCCC) is located in Duxbury and operates as a hosted model, with the Town of Duxbury serving as the host community. ROCCC is co-located with the Duxbury Fire Department, and the existing facility has no additional space available to accommodate expansion.

ROCCC provides emergency communications services to six participating municipalities, serving a combined estimated population of 57,992. It also provides EMD services only to the town of Pembroke. The center handled an average of 15,228 911 calls annually between 2022 and 2024, representing approximately 0.46% of the statewide 911 call volume.

Regional Old Colony Communications Center MAPS Blueprint Score is 8.12, Max score is 10.00



4.16.1 Key Insights



- ROCCC is a technologically advanced and well-established RECC with leadership and staff demonstrating a forward-looking approach to operations and service delivery.
- ROCCC is working to ensure a fair and sustainable balance between revenue (member assessments) and expenses, including appropriate allocation for administrative and overhead support.
- ROCCC exceeds national benchmarks for 911 call-answer performance and training standards.
- Leadership has identified a need to evaluate alternative service delivery models to improve operational efficiency.
- The current facility is operating at capacity, and planning for a new or retrofitted facility is an urgent priority to support future operations.
- Regional opportunities exist to expand the number of communities served by ROCCC.

4.16.2 MAPS Results: Performance, Growth, and Sustainability

Regional Old Colony Communications Center (RECC) Analysis	
 Governance and Organizational Structure	• ROCCC operates under a hosted governance model within the Town of Duxbury, and the director reports to the town administrator. • ROCCC maintains a formal organizational structure, supported by an organizational chart and policy, that clearly defines hierarchy and oversight responsibilities. • Multiple committees promote collaboration, participation, and strategic alignment among stakeholders. • ROCCC maintains a policy outlining promotional processes and supports leadership development.
 Operations, Policies, and Procedures	• ROCCC operates in a horizontal configuration; police and fire dispatchers monitor three primary radio channels in addition to support channels. • ROCCC maintains comprehensive written policies and procedures that are current and aligned with national standards and best practices. • Scripted protocols are utilized for EMD; scripted guidecards for police and fire are available for use during new hire training. • ROCCC maintains a comprehensive COOP plan consistent with best practices. • Access to KPI metrics is limited.
 Personnel and Workforce	• ROCCC consistently exceeds national benchmarks for call-answer performance, with 100% of 911 calls answered within 15 seconds and abandoned call rates below industry norms, indicating available operational capacity. • Overall incident volumes are comparatively low; however, dispatchers are required to monitor multiple primary talkgroups, which may introduce unnecessary operational risk. • Contractual obligations, rather than workload demand, largely drive current staffing levels and dispatch configurations, contributing to operational inefficiencies and increased cognitive load. • Maintaining four dispatch positions and one 24/7 call-taker requires approximately 30 telecommunicators. Adding a second call-taker for 12 hours per day would increase staffing requirements to approximately 34 positions without proportionate operational benefit. • Reconfiguration of dispatch roles—without increasing overall authorized staffing—presents an opportunity to reduce operational risk, improve situational awareness, and better align resources with actual service demand.

Regional Old Colony Communications Center (RECC) Analysis	
 Training	• ROCCC exceeds state training requirements for telecommunicators, including both initial and continuing education standards. • The training program is not currently accredited by a state agency or industry organization (e.g., APCO or Commission on Accreditation for Law Enforcement Agencies [CALEA]), though leadership has expressed interest in pursuing accreditation. • Multiple policies articulate training standards and requirements. • Additional hardware and software resources are needed to enhance classroom and advanced training capabilities. • ROCCC has experienced challenges recruiting and retaining qualified trainers.
 Quality Assurance	• ROCCC maintains a robust QA program for EMD; law enforcement and fire calls are not included in routine QA review. • The current QA compliance rate is approximately 81%. • ROCCC maintains a comprehensive complaint processing policy.
 Administration and Planning	• ROCCC does not currently maintain a formal strategic plan but intends to utilize a recent assessment to inform development of one. • A defined career progression pathway aligns with strength-based leadership principles. • Development of a formal written financial plan, including short- and long-term financial objectives, would strengthen fiscal sustainability. • Leadership has identified a need and interest in establishing a formal succession plan.
 Technology	• ROCCC maintains an active IT team and established technology management procedures. • The core network switch requires an upgrade to enhance system reliability and cybersecurity posture. • Building grounding conditions may be inadequate and warrant further evaluation.
 Facilities	• The ROCCC facility is overcapacity and lacks the ability to expand within the current footprint. • While the operations floor adequately supports current shift staffing levels, ancillary spaces are limited, including administrative offices, meeting space, training areas, quiet rooms, and support functions. • Parking capacity for staff is limited.

4.16.3 Funding

ROCCC reported an operating budget of approximately \$4.924 million, consisting of approximately \$2.7 million in S911D grant funding and \$2.1 million in assessments from member agencies. Personnel costs represent approximately 83% of total expenditures, which is within the typical range for a regional dispatch center.

Member assessments are paid in whole or in part by the State during the first five years of participation. Assessment amounts include telecommunicator wages, benefits, and allocated overhead expenses. A nominal annual increase averaging approximately 2.5% is incorporated into assessment agreements to address rising operational costs; however, this escalation factor does not consistently align with increases in wages and benefits.

The Town of Duxbury pays an annual assessment of \$600,000, representing approximately 27% of total assessment revenue and the highest contribution among member communities. Hanover contributes \$500,000; Hanson contributes \$350,000; Halifax, Plympton, and Rochester each contribute \$200,000; and Pembroke contributes \$52,000 annually.

Metric	Total
Development Grants (Cumulative through 2025)	\$17,423,096
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$980,376 - RECC Incentive – \$2,977,997	\$3,958,373
2026 RECC Budget (Reported)	\$4,924,283
2026 Development Grant	\$743,279
2026 Support and Incentive Grant - Support – \$326,792 - RECC Incentive – \$1,762,780	\$2,089,572
2026 Annual Cost Per 911 Call - RECC Contribution – \$323 - S911D Support and Incentive Grant Investment – \$137 - S911D Development Grant Investment – \$49	\$509
2026 Annual Cost Per Capita - RECC Contribution – \$85 - S911D Support and Incentive Grant Investment – \$36 - S911D Development Grant Investment – \$13	\$134
Based on: - Average Annual 911 Call Volume: 15,228 - Estimated Served Population: 57,992	

4.16.4 Opportunities

This section identifies key opportunities for ROCCC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.16.4.1 Future Viability and Glide Path

Based on stakeholder interviews and data collection, MCP identified strategic and structural considerations requiring continued planning to support ROCCC's long-term sustainability. The following actions would strengthen operational and financial stability:

- Conduct a comprehensive facility feasibility study to evaluate current and projected space needs, perform a threat and risk assessment, identify long-term site options, and estimate associated capital costs.
- Continue efforts to align operating revenues and expenses to ensure assessment fees are equitable and sustainable across member communities. Establish a formalized long-term financial plan to support recovery from prior fiscal instability and promote predictable budget performance.
- Evaluate opportunities for measured regional expansion, leveraging ROCCC's established operational maturity and leadership position within the region.

4.16.4.2 Potential Integrations

ROCCC is a stable regional center with demonstrated interest from neighboring communities and at least one regional RECC.

However, the center is currently operating at capacity. Any future integration would require resolution of facility constraints, as physical expansion is not feasible within the existing footprint. Comprehensive facility planning should therefore precede additional regional growth.

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4.17 Shelburne Falls State Police RECC Operational Blueprint

The MSP RECCs in New Braintree, Northampton, and Shelburne Falls are presented together in a single section, as all three centers are managed by MSP under a common operational structure. Details applicable to the Shelburne Falls RECC are included within the New Braintree Operational Blueprint.

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4.18 Southeastern Mass (SEMRECC) Operational Blueprint

The Southeastern Massachusetts Regional 911 District, a governmental authority formed pursuant to the laws of the Commonwealth, operates as a primary PSAP and operations center known as SEMRECC. SEMRECC serves the towns of Easton, Norton, Mansfield, and Foxborough, and also functions as Bristol County Control, providing mutual aid coordination and support for major incidents across the county.

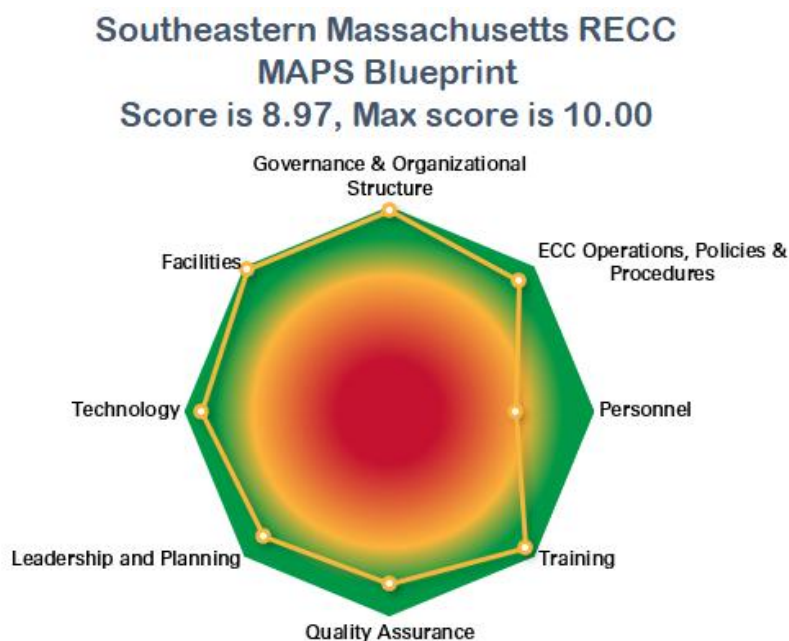
SEMRECC operates under a district model and is headquartered in Foxborough; the District is governed by a board of directors and an executive director.

SEMRECC was established in 2017 after four communities recognized that their individual PSAPs were no longer meeting operational and technological standards. Rising staffing and infrastructure costs, coupled with the availability of grant funding, served as the catalyst for regionalization. The effort was mutually driven by the participating municipalities and not forced. Operational go-live occurred in 2019.

SEMRECC serves an estimated population of 88,000 and handled an average of 28,445 911 calls annually between 2022 and 2024, representing approximately 0.85% of the statewide 911 call volume.

SEMRECC's development followed an agile, adaptive approach, with operational playbooks drafted, revised, and refined through implementation rather than consultant-led models. To support startup, the District initially borrowed funds and later paid down that debt through grant reimbursements.

Looking ahead, SEMRECC plans to merge with MECC to form a larger and more sustainable district. With MECC's infrastructure nearing full depreciation, the timing presents an opportunity to consolidate. While SEMRECC is not actively soliciting new member agencies, it remains open to partnerships that align with its culture, mission, and operational philosophy. The long-term vision is to operate as a model RECC for innovation, training, interoperability, and large-scale incident support.



4.18.1 Key Insights



- Leadership continually strives toward full standardization of operational procedures across member agencies; however, distinctions are necessary to accommodate specialized operational environments and staffing.
- SEMRECC reports that its QA program exceeds state minimum requirements.
- Leadership succession planning remains an area of concern, as the departure of key executives could result in institutional knowledge gaps.
- Administrative workload is increasing, while back-office support capacity remains limited.
- SEMRECC maintains multiple layers of redundancy within its IT infrastructure to support operational continuity.
- While the dispatch floor was designed with space to accommodate additional workstations within the existing footprint, it is not without limitations.

4.18.2 MAPS Results: Performance, Growth, and Sustainability

Southeastern Mass (SEMRECC) Analysis	
 Governance and Organizational Structure	• SEMRECC is governed by a Board of Directors and supported by a Financial Subcommittee and an Operations Subcommittee that provide advisory and oversight functions.
 Operations, Policies, and Procedures	• Leadership estimates that approximately 95% of operational procedures are standardized and is actively working to standardize those that are outstanding across member agencies to improve consistency and efficiency. • SEMRECC is positioned to establish a statewide benchmark for RECC performance, including pursuit of CALEA accreditation.
 Personnel and Workforce	• Authorized staffing includes 20 full-time telecommunicators and four supervisors. • All telecommunicators are cross-trained to perform call-taking and dispatch functions for police, fire, and EMS. • Career advancement pathways and professional recognition opportunities are established for telecommunicators. • SEMRECC averages approximately four 911 calls per hour, with peak periods reaching approximately six calls per hour. Analysis of data for the busiest and slowest months of 2024 indicates that one call-taker is sufficient after midnight, while two call-takers are required between 0800 and 2000 hours (and through midnight during peak months) to meet demand.

Southeastern Mass (SEMRECC) Analysis	
	- Telecommunicator availability averages approximately 79% when considering leave usage (averaging 174 hours annually per employee); meal and break periods; and intentional downtime. - SEMRECC staffs two police and two fire/EMS dispatch positions 24/7. Staffing six positions on days and five positions on nights, including the call-taker positions, requires the equivalent of 28 full-time telecommunicators, minimally. With an authorized strength of 24, including supervisors, it appears that SEMRECC is understaffed by the equivalent of four full-time telecommunicators. This figure may be reduced by per diem staff, as well as process efficiencies employed to assist staff and reduce workload.
 Training	- SEMRECC maintains a structured training program supported by certified CTOs. - Continuing education hours exceed state minimum requirements.
 Quality Assurance	- SEMRECC exceeds state minimum QA requirements, and the QA program is documented in formal policy. - SEMRECC utilizes the AQUA platform from Priority Dispatch to conduct QA reviews of fire and medical calls. - SEMRECC has implemented Prepared's AI solution to support review and analysis of law enforcement calls.
 Administration and Planning	- Leadership succession planning remains a primary concern for stakeholders due to potential institutional knowledge loss. - Administrative workload continues to increase, while back-office support capacity remains limited.
 Technology	- All software and hardware systems are reported to be current and maintained on supported versions. While IMC CAD is still in production, it is legacy and is actively being replaced. - Radio infrastructure, funded through the District, is modern, and SEMRECC is migrating to a new police CAD and RMS platform. Fire CAD and RMS has been migrated. - IT issues are tracked and managed through an internal ticketing system. - Multiple layers of redundancy are built into the IT infrastructure, including fiber connectivity, secondary cellular connections, and tertiary satellite capabilities. - Ongoing CAD and regional technology initiatives represent a heavy workload, which is on behalf of nearly 100 agencies and seven other RECCs.
	SEMRECC operates within a standalone, retrofitted, secure, and hardened facility.

Southeastern Mass (SEMRECC) Analysis	
Facilities	- The building is supported by redundant power systems and a generator, with the capacity to add a second generator if necessary. - The existing operations floor footprint has capacity to accommodate additional workstations.

4.18.3 Funding

SEMRECC reported an annual operating budget of \$4,488,695, which results from the 2025 reported budget expenses of \$16,882,945.45 and subtracting \$12,394,250.45 for the shared CAD project.

Total operating costs, net of revenue, are allocated among the four member communities using an agreed-upon shares model. The assessment methodology is designed to balance equity and long-term sustainability, and discussions regarding modest adjustments are ongoing.

SEMRECC maintains a stabilization and capital reserve account that is funded annually, with unspent funds either retained in savings or reinvested in operational needs. A five-year financial plan is maintained based on zero-grant assumptions to ensure long-term fiscal sustainability. Lifecycle replacement costs are funded locally to reduce reliance on S911D grant programs.

The District retains ownership of all infrastructure acquired through grant funding.

Metric	Total
Development Grants (Cumulative through 2025)	\$23,634,485
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$1,611,636 - RECC Incentive – \$3,704,427	\$5,316,063
2026 RECC Budget (Reported)	\$4,488,695
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$537,212 - RECC Incentive – \$1,248,063	\$1,785,275
2026 Annual Cost Per 911 Call - RECC Contribution – \$158 - S911D Support and Incentive Grant Investment – \$63 - S911D Development Grant Investment – \$0	\$221
2026 Annual Cost Per Capita - RECC Contribution – \$51 - S911D Support and Incentive Grant Investment – \$20	\$71

Metric	Total
S911D Development Grant Investment – \$0	
Based on: - Average Annual 911 Call Volume: 28,445 - Estimated Served Population: 88,000	

4.18.4 Opportunities

This section identifies key opportunities for SEMRECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.18.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding SEMRECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational capacity:

- Continue efforts to streamline and standardize operational procedures across member agencies to improve consistency and reduce operational complexity.
- Develop a formal succession plan to identify future leaders, define career pathways, and align professional development initiatives with long-term organizational needs.
- Conduct an organizational assessment to determine the need for additional administrative support, including a formal job analysis to define responsibilities, required qualifications, and capacity gap.

4.18.4.2 Potential Integrations

SEMRECC has articulated plans to pursue a merger with MECC to form a larger, sustainable district model. Timing considerations, including infrastructure lifecycle and capital planning, create a strategic opportunity for consolidation.

SEMRECC is not actively soliciting additional agencies for several reasons. SEMRECC identified IMC and formerly RedAlert CAD/RMS as a blocking issue and did not believe it could safely expand either CAD systems to accommodate additional agencies. Any money spent to expand IMC would be wasteful spending due to its technical limitation and sustainability. In addition, the MOU with MECC prohibits both centers from engaging in any expansion activities in an effort to stabilize the jurisdiction prior to this merger. Neither district anticipated kickoff delays once the two jurisdictions agreed to merge. However, leadership remains open to partnerships that align with its operational philosophy and governance structure.

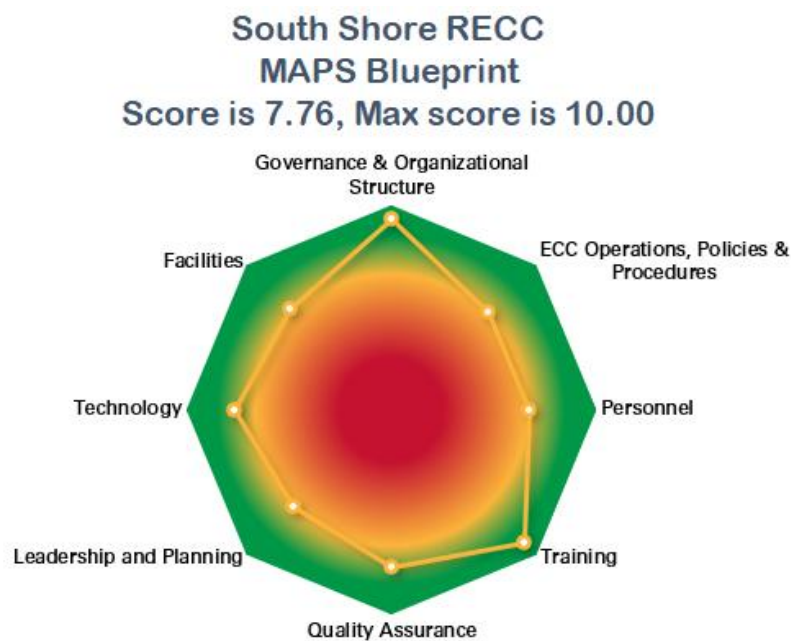
A proposed 7,200-square-foot building expansion would increase console capacity from approximately 10 to 24 positions, creating infrastructure to support future regional growth. This expansion also increases administrative, training and technological capacity to support the scaling of the agency. Long-term planning envisions SEMRECC as a regional leader in innovation, training, and interoperability, capable of supporting large-scale regional events and complex incident management.

4.19 South Shore RECC Operational Blueprint

South Shore RECC (SSRECC), established in 2012, is located within Hingham Town Hall in Hingham and is governed by a board of directors comprised of the town administrators from the served towns— Hingham, Hull, Cohasset, and Norwell.

SSRECC serves an estimated population of 54,291 and handled an average of 16,695 911 calls annually between 2022 and 2024, representing approximately 0.50% of the statewide 911 call volume.

The regionalization effort originated from a mutual agreement among the four participating communities and was initially prompted by the Seaside Fire-Rescue study, which explored the feasibility of regionalizing fire services in the area. While that effort did not come to fruition, it catalyzed broader discussion among public safety officials regarding regionalization of 911 services. Momentum for regionalization was further accelerated by the availability of the Development Grant.



4.19.1 Key Insights



- SSRECC operates under a district governance model.
- Authorized staffing includes 18 full-time telecommunicators and six shift supervisors.
- SSRECC maintains written policies covering most operational areas; however, not all policies have been formally released to staff.
- SSRECC maintains a formal QA program.

4.19.2 MAPS Results: Performance, Growth, and Sustainability

South Shore RECC Analysis	
 Governance and Organizational Structure	• SSRECC operates under a district governance model, with each of the four member communities appointing one representative to the Board of Directors. • The Board of Directors provides oversight and is the sole voting authority. • An operations group meets monthly to ensure alignment between SSRECC and member agencies.
 Operations, Policies, and Procedures	• SSRECC receives all emergency and non-emergency calls for service and dispatches all responders for the communities of Hingham, Hull, Cohasset, and Norwell. • Telecommunicators staff one primary call-taking position, two police dispatch positions, and one to two fire dispatch positions per shift. • Dispatch personnel monitor multiple primary radio frequencies simultaneously (up to four fire frequencies) in addition to support and tactical channels. • Written policies and procedures exist; however, not all have been formally disseminated to staff.
 Personnel and Workforce	• Authorized staffing includes 18 full-time telecommunicators, six shift supervisors, and two per diem telecommunicators. • SSRECC reports annual attrition of approximately two to three employees, resulting in an operational staffing level of approximately 15 to 16 full-time telecommunicators. • Minimum staffing ranges from three to four telecommunicators per shift. • Telecommunicator availability averages approximately 67% when considering leave usage (averaging 427 hours annually per employee), meal and break periods, and intentional downtime. • Absent complete operational and incident and processing data, an evaluation of staffing levels is not possible. SSRECC averages approximately two 911 calls per hour. At minimum staffing levels of three to four telecommunicators per shift, sufficient capacity exists to manage this call volume. However, staffing four to five positions during day and evening hours and three positions overnight requires the equivalent of 24 to 28 full-time telecommunicators. It appears that SSRECC is understaffed by the equivalent of three to seven full-time telecommunicators (considering the telecommunicators and three shift supervisors only).
 Training	• SSRECC reports compliance with state 911 training requirements. • SSRECC has established criteria for CTO selection, including completion of the APCO CTO certification course.

South Shore RECC Analysis	
 Quality Assurance	• SSRECC maintains a formal QA program that randomly reviews three calls per employee per month, consistent with state requirements. • SSRECC maintains a formal complaint resolution process, which is infrequently utilized.
 Administration and Planning	• Leadership reports no significant barriers to implementing initiatives. • Staff are generally supportive of operational improvements, and leadership has increased staff involvement in planning and implementation efforts. • Positive working relationships exist with member communities and agencies. • SSRECC does not maintain a formal change management plan. • A multi-year capital plan has been developed but has not been fully executed.
 Technology	• IT support is primarily provided by Global Data System (GDS). • SSRECC currently operates on the IMC CAD platform and has contracted with Hexagon for system replacement within the current year.
 Facilities	• The operations floor includes eight workstations, five fully equipped with radio, CHE, and CAD, and three equipped with radio and CAD only. • SSRECC operates on the upper level of one wing of Hingham Town Hall. • The operations floor is sufficient for current staffing levels; however, ancillary space—including break areas, training rooms, and support spaces—is limited. • SSRECC is evaluating the feasibility of relocating operations to a recently vacated area within the same facility to improve space utilization.

4.19.3 Funding

SSRECC has an annual operating budget of \$4,087,632.

Total operating costs, net of revenue, are allocated among the four member communities using an agreed-upon shares model. The assessment methodology is structured to balance equity and long-term sustainability, with discussions ongoing regarding modest adjustments.

SSRECC maintains a stabilization and capital reserve account that is funded annually, with unspent funds retained in savings or reinvested in operational needs. A five-year financial plan is maintained based on zero-grant assumptions to promote fiscal stability. Lifecycle replacement costs are funded locally to reduce reliance on State grant programs.

The RECC retains ownership of all infrastructure acquired through grant funding.

Metric	Total
Development Grants (Cumulative through 2025)	\$12,980,564
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$1,089,699 - RECC Incentive – \$2,763,870	\$3,853,569
2026 RECC Budget (Reported)	\$4,087,632
2026 Development Grant	\$501,961
2026 Support and Incentive Grant - Support – \$363,233 - RECC Incentive – \$921,290	\$1,284,523
2026 Annual Cost Per 911 Call - RECC Contribution – \$245 - S911D Support and Incentive Grant Investment – \$77 - S911D Development Grant Investment – \$30	\$352
2026 Annual Cost Per Capita - RECC Contribution – \$75 - S911D Support and Incentive Grant Investment – \$24 - S911D Development Grant Investment – \$9	\$108
Based on: - Average Annual 911 Call Volume: 16,695 - Estimated Served Population: 54,291	

4.19.4 Opportunities

This section identifies key opportunities for SSRECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.19.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding SSRECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational consistency:

- Develop a formal internal workflow and policy for creation, revision, approval, and dissemination of policies and procedures. Consider implementation of a policy management software platform to support version control, tracking, and staff acknowledgment.
- Develop a formal succession plan to identify future leaders, define career pathways, and align professional development efforts with long-term organizational needs.

4.19.4.2 Potential Integrations

SSRECC is currently focused on stabilizing operations and strengthening internal capacity prior to expansion. Leadership indicated that, once stabilized, the center would be well positioned to pursue measured regional growth.

At least two municipalities have recently expressed interest in joining SSRECC. Leadership and the Board emphasized a preference for deliberate expansion with compatible neighboring communities, prioritizing service quality and operational stability over rapid growth. Any integration should enhance—rather than dilute—existing service standards.

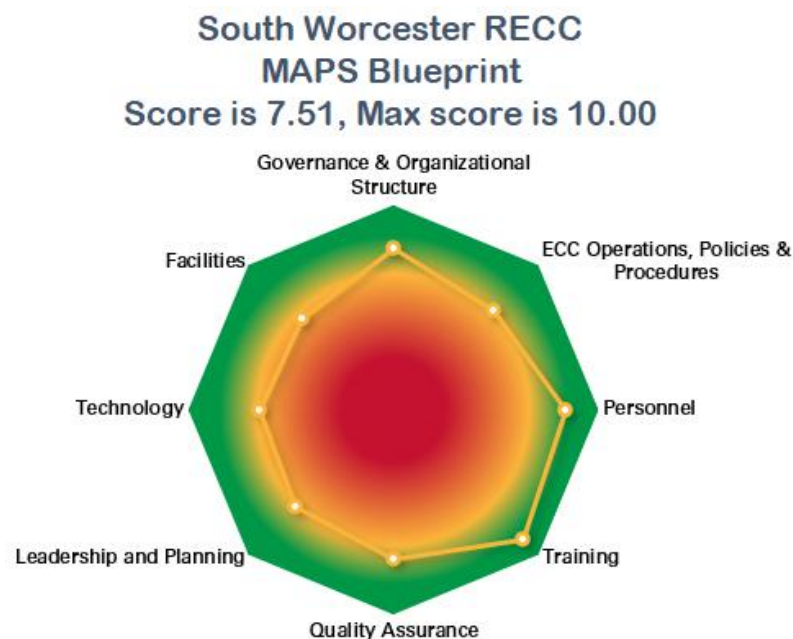
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4.20 South Worcester County RECC Operational Blueprint

South Worcester County Communications Center (SWCCC) is located within the Webster Police Department, where a purpose-built, state-of-the-art facility opened in November 2014. The center provides emergency communications services for the towns of Webster and Dudley. SWCCC is governed by a board of directors comprised of the administrator and a selectmen from each town.

SWCCC serves an estimated population of 29,442 and handled an average of 9,871 911 calls annually between 2022 and 2024, representing approximately 0.30% of the statewide 911 call volume.

The regionalization effort was first explored during fiscal year 2010, when the Towns of Webster and Dudley received S911D grant funding to conduct a feasibility study. Over the next four fiscal years, local officials worked closely with the public safety departments in both communities to develop and implement a regional dispatch model. After nearly five years of planning, SWCCC officially began providing services on November 14, 2014.



4.20.1 Key Insights



- SWCCC telecommunicators perform secondary responsibilities in addition to call-taking and dispatch functions, including prisoner monitoring and handling after-hours Department of Public Works (DPW) and animal control calls for both communities.
- Policies and procedures are developed through a structured workflow involving an operations committee, with final approval by the Board of Directors.
- The CIP should incorporate a long-term strategy addressing facility replacement or expansion within the existing footprint.
- Retention has historically been strong, averaging approximately 88% over the past three years.

4.20.2 MAPS Results: Performance, Growth, and Sustainability

South Worcester County RECC Analysis	
 Governance and Organizational Structure	SWCCC operates under a hosted governance model and is supported by a Board of Directors and an Operations Committee that provide oversight.
 Operations, Policies, and Procedures	- Policies and procedures are developed through a structured workflow involving the Operations Committee, with final approval by the Board of Directors. - SWCCC supports approximately 35,000 annual incidents across the Towns of Dudley and Webster. - SWCCC consistently answers more than 99% of 911 calls within 10 seconds. - Telecommunicators perform secondary responsibilities in addition to call-taking and dispatch functions, including prisoner monitoring and handling after-hours DPW and animal control calls for both communities.
 Personnel and Workforce	- Authorized staffing includes two supervisors, nine full-time telecommunicators, and six part-time telecommunicators. - Leadership reported that initial staffing projections underestimated operational needs, as seven positions proved insufficient and at least 11 were required to meet service expectations. - Telecommunicator availability ranges from approximately 69% to 74% when considering leave usage, break time, and intentional downtime. When only two telecommunicators are on duty, meals are eaten while at the console, which increases calculated availability. - SWCCC averages approximately one 911 call per hour; however, administrative calls account for approximately 70% of the incoming call volume. During peak hours of the day, two telecommunicators should be available for handling incoming calls. To staff the scheduled positions (two on days, three on evenings, and two on overnights) requires a minimum of 14 to 15 full-time telecommunicators. It appears that SWCCC is understaffed by three to four full-time telecommunicators; this shortage can be somewhat offset by the part-time telecommunicators. - Retention has historically been strong, averaging approximately 88% over the past three years.
 Training	- New hires complete approximately 400 to 600 hours of initial training, exceeding national benchmarks. - Telecommunicators complete an average of more than 50 hours of continuing education annually.

South Worcester County RECC Analysis	
 Quality Assurance	QA services are outsourced to the Denise Amber Lee Foundation to supplement internal resources.
 Administration and Planning	SWCCC maintains a five-year CIP focused on technology and infrastructure investment.
 Technology	- SWCCC operates on robust radio and network infrastructure funded through state support. - A comprehensive radio system overhaul was completed using state capital grant funding.
 Facilities	- SWCCC operates within the Webster Police Department facility, which offers limited capacity for expansion. - The operations floor includes four workstations. - Development of a new facility is identified as a long-term objective; however, it is not currently financially feasible.

4.20.3 Funding

SWCCC reported an annual operating budget of \$1,508,629. Leadership indicated that the regionalization effort between Dudley and Webster was not intended to generate cost savings. Initial staffing and technology cost projections were lower than actual operating needs, requiring subsequent budget adjustments to maintain service levels.

SWCCC is funded by the two member communities using a formula equally weighted between call volume and population (50% / 50%). Grant funding accounts for approximately 50% of the operating budget. Leadership noted that the S911D grant cycle is not aligned with municipal budget cycles, creating administrative challenges.

A five-year capital plan is maintained to address MDTs, radios, dispatch consoles, and administrative computer equipment (>\$1,000). The capital plan is integrated with Support and Incentive Grant planning. All infrastructure acquired through grant funding is owned by SWCCC in accordance with grant legislation, rather than by the individual member communities.

Metric	Total
Development Grants (Cumulative through 2025)	\$3,363,802
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$542,214 - RECC Incentive – \$1,328,193	\$1,870,407

Metric	Total
2026 RECC Budget (Reported)	\$893,557
2026 Development Grant	\$192,505
2026 Support and Incentive Grant - Support – \$180,738 - RECC Incentive – \$442,731	\$623,469
2026 Annual Cost Per 911 Call - RECC Contribution – \$91 - S911D Support and Incentive Grant Investment – \$63 - S911D Development Grant Investment – \$20	\$174
2026 Annual Cost Per Capita - RECC Contribution – \$30 - S911D Support and Incentive Grant Investment – \$21 - S911D Development Grant Investment – \$7	\$58
Based on: - Average Annual 911 Call Volume: 9,871 - Estimated Served Population: 29,442	

4.20.4 Opportunities

This section identifies key opportunities for SWCCC to strengthen operational performance and long-term sustainability.

Leadership expressed a desire to expand cautiously and emphasized that communities will only be added if they are culturally compatible. Leadership noted that some neighboring towns remain hesitant to regionalize, citing historical political challenges in the Town of Webster more than a decade ago. However, no political issues have been identified with SWCCC itself during its operation.

Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.20.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding SWCCC's overall viability. The following opportunity would strengthen long-term sustainability and capital planning:

- Expand the existing CIP to incorporate a long-term facility strategy, including evaluation of renovation, expansion within the current footprint, or development of a new facility.

4.20.4.2 Potential Integrations

SWCCC leadership indicated openness to measured regional growth if a mutually beneficial opportunity arises. However, the current facility lacks the physical capacity to support expansion.

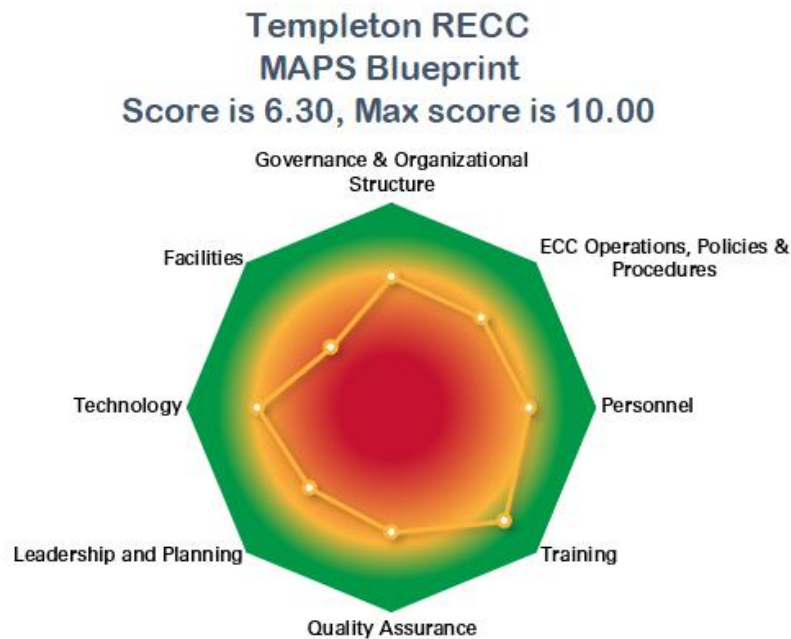
Future integration efforts should be preceded by development of a formal strategic plan to guide growth, staffing, and facility planning to ensure long-term operational sustainability.

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4.21 Templeton RECC Operational Blueprint

Templeton RECC operates as a hosted model, with the Town of Templeton serving as the host community. The center is organized under the Templeton Police Department and provides emergency communications services to the towns of Templeton and Phillipston.

Templeton RECC serves an estimated population of 10,130 and handled an average of 2,731 911 annually between 2022 and 2024, representing approximately 0.08% of the statewide 911 call volume.



4.21.1 Key Insights



- Templeton RECC handles all utilities and after-hours emergency calls, including light department notifications; however, it does not conduct prisoner monitoring, as this responsibility has been formally declined.
- Radio coverage and connectivity are inconsistent in certain areas due to terrain-related limitations.
- Templeton RECC operates with one telecommunicator on duty, limiting its ability to absorb sudden increases in workload.
- Lifecycle replacement planning for technology is informal; however, Templeton RECC actively pursues and utilizes grant funding to support equipment upgrades and replacement.

4.21.2 MAPS Results: Performance, Growth, and Sustainability

Templeton RECC Analysis	
 Governance and Organizational Structure	Templeton RECC operates under a hosted model within the Templeton Police Department organizational structure and provides services to both Templeton and Phillipston.
 Operations, Policies, and Procedures	- Telecommunicators are fully certified in EMD, emergency fire dispatch (EFD), and emergency police dispatch (EPD) through Total Response protocols. - Operational procedures are standardized and consistently applied across both member communities. - Templeton RECC processes approximately 22,000 calls annually. - Templeton RECC handles all utilities and after-hours emergency calls, including light department notifications, but has formally declined responsibility for prisoner monitoring. - Dispatch responsibilities include police, fire, and EMS for both communities. - Telecommunicators monitor and dispatch across multiple primary radio frequencies, including Templeton Police, Phillipston Police, Templeton Fire (shared frequency), and separate frequencies for Phillipston Fire and Phillipston DPW. - Telecommunicators also monitor area towns, MSP Local Police System (LPS) Channel 7, and District 8 Mid-State.
 Personnel and Workforce	- Staffing includes four full-time telecommunicators on a rotating schedule and one full-time telecommunicator on a 5-on/2-off schedule with administrative duties Monday through Wednesday. - Full-time staff retention is strong, with the most recent full-time hire having seven years of tenure. - Templeton RECC averages approximately seven 911 calls per day. - One telecommunicator is on duty for the majority of the week, with two telecommunicators scheduled for eight hours on Thursdays and Fridays (1000–1800). - Telecommunicator availability averages approximately 73% when considering leave usage (averaging 426 hours annually per employee) and intentional downtime. Telecommunicators are not allocated defined meal or break periods away from the console, which would otherwise reduce availability. - Absent complete personnel and incident data, an evaluation of staffing levels is not possible. Minimum staffing is one telecommunicator, except for 16 hours a week when two telecommunicators are on duty. Under an 8-hour shift model, this

Templeton RECC Analysis	
	configuration minimally requires the equivalent of seven full-time telecommunicators. It appears that Templeton RECC is understaffed by the equivalent of two full-time telecommunicators, which is somewhat offset by the single per diem employee and part-time employee (when released from training).
 Training	• Templeton RECC utilizes Total Response, Virtual Academy, and in-person instruction to support training. • Training documentation and tracking processes require improvement to ensure consistency and accountability.
 Quality Assurance	• QA activities are conducted internally by RECC staff.
 Administration and Planning	• Lifecycle replacement planning for technology is informal; however, Templeton RECC actively leverages grant funding to support equipment upgrades and replacement when necessary.
 Technology	• Dispatch console computers are replaced every two to three years, as are those for the RMS. • Radio coverage and connectivity challenges persist in certain areas due to terrain limitations. A coverage study is underway to identify sites to support both Phillipston and Templeton. • Mission-critical push-to-talk is being implemented to support problem areas.
 Facilities	• The current facility does not support future growth. • Leadership has identified a potential site for development of a larger regional consortium facility.

4.21.3 Funding

Templeton RECC has an assumed annual operating budget of \$732,001, embedded within the Templeton Police Department budget as a separate departmental line item.

Operating costs are funded through a flat annual assessment per participating community. The funding model was previously based on call volume but has since transitioned to a fixed assessment structure. Phillipston receives \$5,000 annually to offset local technology expenses.

Templeton RECC utilizes Development Grant funding to support equipment and software purchases. Leadership indicated a desire for increased grant flexibility and expanded funding eligibility for cybersecurity and broader technical infrastructure investments.

Metric	Total
Development Grants (Cumulative through 2025)	\$91,904
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$164,142 - RECC Incentive – \$405,354	\$569,496
2026 RECC Budget (Assumed)	\$732,001
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$54,714 - RECC Incentive – \$135,118	\$189,832
2026 Annual Cost Per 911 Call - RECC Contribution – \$268 - S911D Support and Incentive Grant Investment – \$70 - S911D Development Grant Investment – \$0	\$338
2026 Annual Cost Per Capita - RECC Contribution – \$72 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$0	\$91
Based on: - Average Annual 911 Call Volume: 2,731 - Estimated Served Population: 10,130	

4.21.4 Opportunities

This section identifies key opportunities for Templeton RECC to strengthen operational performance and long-term sustainability.

Neighboring communities such as Gardner and Athol have been identified as potential future expansion partners for Templeton RECC. However, existing radio coverage limitations and terrain-related reliability challenges present operational constraints. Regional expansion may be feasible if technology and infrastructure enhancements can be implemented to ensure reliable service delivery for all participating agencies.

Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.21.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding Templeton RECC's overall viability. The following opportunities would strengthen long-term sustainability and operational resilience:

- Expand the CIP to incorporate a long-term facility strategy, including evaluation of renovation, expansion within the current footprint, or development of a new consolidated facility.
- Conduct a staffing assessment to evaluate workforce levels, recruitment and retention strategies, and the impact of planned and unplanned vacancies on overtime utilization.
- Develop a formal lifecycle replacement plan for technology and infrastructure, including total cost of ownership projections.
- Formalize and enhance the training and QA programs by establishing documented policies, standardized workflows, and performance benchmarks to support consistency, accountability, and continuous improvement.

4.21.4.2 Potential Integrations

Templeton RECC has received interest from neighboring communities regarding potential integration. Leadership identified radio coverage limitations and terrain-related constraints as primary considerations affecting expansion feasibility, rather than cultural or governance alignment.

Leadership identified a potential site suitable for a future consolidated dispatch facility should regional expansion proceed; however, more evaluation is required. Any integration would require prior resolution of infrastructure reliability and facility capacity considerations.

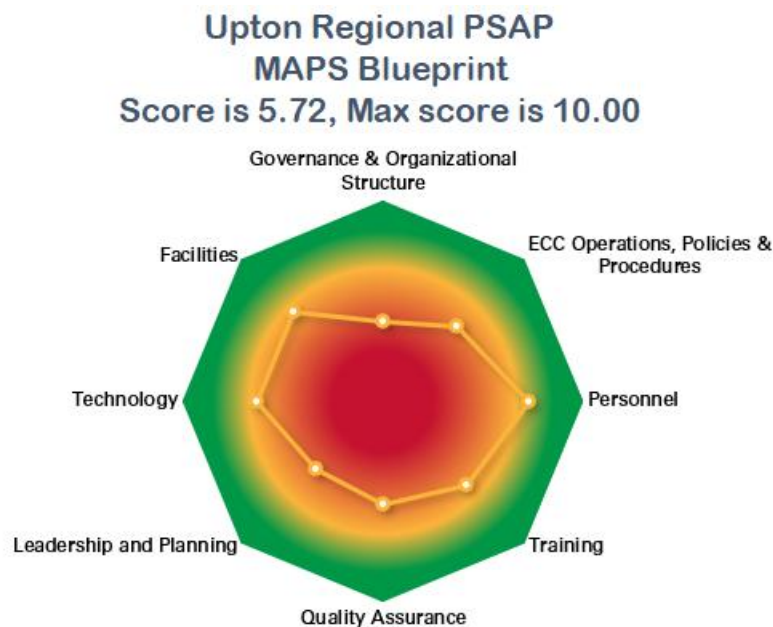
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4.22 Upton Regional PSAP Operational Blueprint

The Upton Regional PSAP, established in July 2015, operates as a hosted model under the Upton Police Department. The center provides police and fire dispatch services for the towns of Upton and Hopedale.

The Upton Regional PSAP serves a population of approximately 14,339 and handled an average of 3,113 911 calls annually between 2022 and 2024, representing approximately 0.09% of the statewide 911 call volume.

The regionalization effort was not driven by a large-scale initiative, cost-savings objectives, or growth ambitions; instead, it grew from a mutual partnership between two neighboring communities with a history of cooperative police and fire leadership. The model is largely relationship-based, with chiefs working collaboratively to address operational issues and share costs. While cost-sharing arrangements are in place, it is relatively informal.



4.22.1 Key Insights



- The Upton Regional PSAP's training program meets state requirements and aligns with national standards.
- Opportunities exist to expand and formalize regional dispatch training initiatives.
- Additional proactive planning is warranted, including development of formal strategic, lifecycle replacement, and succession planning processes.
- The current operational workflow includes transfers to Hopedale for secondary call processing and dispatch functions.
- The facility lacks additional physical capacity and cannot accommodate expansion in staffing or additional member communities at this time.

4.22.2 MAPS Results: Performance, Growth, and Sustainability

Upton Regional PSAP Analysis	
 Governance and Organizational Structure	- The Upton Regional PSAP operates under a hosted model within the Upton Police Department. - The Upton Regional PSAP was established through a cooperative partnership between Upton and Hopedale rather than through a large-scale regionalization initiative. - The partnership was driven by service improvement and interagency support rather than cost savings or expansion objectives. - Leadership reports that the hosted model functions effectively under a clearly defined cost-sharing agreement.
 Operations, Policies, and Procedures	- Fire dispatch processes are inconsistent, and alignment of fire dispatch procedures is needed to improve operational consistency. - The Upton Regional PSAP receives and processes all 911 calls for Hopedale, including EMD. - The operational workflow includes transfers to Hopedale for certain secondary call processing and dispatch functions. - The arrangement relies on dual transfer capability, as Hopedale has limited equipment and cannot independently answer or transfer 911 calls. - Dispatch personnel participate in post-incident debriefings for critical events, and wellness resources, including clinician support, are available through the state. - Refinement of fire dispatch protocols and procedures is needed to reduce variability and improve consistency. - Inconsistent fire dispatch processes contribute to operational challenges during periods of increased fire call volume.
 Personnel and Workforce	- Staffing includes four full-time telecommunicators and five part-time telecommunicators. - One position is staffed 24 hours per day, seven days per week, with a second position staffed during anticipated or unplanned call surges. - Absent operational, personnel, or incident data, an evaluation of staffing levels is not possible. The Upton Regional PSAP receives, on average, less than nine 911 calls a day. Minimally, staffing one position 24/7 requires the equivalent of five to six full-time personnel.
 Training	- The training program meets state requirements and aligns with national standards. - Opportunities exist to expand regional dispatch training initiatives.

Upton Regional PSAP Analysis	
	Additional focus is needed to strengthen fire dispatch training and protocol adherence.
 Quality Assurance	- The QA program is informal and not documented within a formal SOP. - EMD QA/QI is performed monthly by the senior communications officer, with 7% to 10% of all medical calls evaluated, assessed, and reviewed with telecommunicators. - Complaint tracking and resolution processes are not formally documented.
 Administration and Planning	- The Upton Regional PSAP does not maintain a formal equipment lifecycle or capital replacement plan; technology updates are implemented as funding becomes available. - Lifecycle management practices are primarily reactive rather than proactive. - The Upton Regional PSAP does not maintain a formal strategic plan. - Development of a formal succession plan represents an opportunity for organizational stability.
 Technology	- The Upton Regional PSAP utilizes IMC CAD, APCO EMD protocols, Rave for emergency notifications, and RapidSOS for location services. - No formalized schedule or procedure exists for routine system updates and upgrades. - The Upton Regional PSAP does not currently have the capability to receive digital media files (e.g., images, video, or audio).
 Facilities	- The facility lacks additional physical capacity and cannot accommodate expansion in staffing or additional member communities. - Improvements to physical layout and reduction of foot traffic would enhance operational efficiency. - Minor facility upgrades and workstation redesign present opportunities to improve functionality within the existing footprint.

4.22.3 Funding

The Upton Regional PSAP reported an annual operating budget of approximately \$370,000, embedded within the Upton Police Department budget.

Leadership indicated that the PSAP operates under an effective cost-sharing arrangement between the participating communities.

Metric	Total
Development Grants (Cumulative through 2025)	\$584,195
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$229,586 - RECC Incentive – \$0	\$229,586
2026 RECC Budget (Reported)	\$370,000
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$75,464 - Regional Incentive (2) – \$191,151 - RECC Incentive – \$0	\$266,615
2026 Annual Cost Per 911 Call - RECC Contribution – \$119 - S911D Support and Incentive Grant Investment – \$86 - S911D Development Grant Investment – \$0	\$205
2026 Annual Cost Per Capita - RECC Contribution – \$26 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$0	\$45
Based on: - Average Annual 911 Call Volume: 3,113 - Estimated Served Population: 14,339	

4.22.4 Opportunities

This section identifies key opportunities for the Upton Regional PSAP to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.22.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified a structural issue affecting Upton Regional PSAP’s operational model:

- The use of “warm handoffs” for call transfers introduces measurable delays in call processing. Cited research indicates a median transfer duration of approximately 41 seconds, with extended transfer times approaching 86 seconds. These delays compound overall response timelines and may affect performance benchmarks and caller experience.

Addressing call transfer workflows and evaluating alternative processing configurations would improve operational efficiency and response time performance

4.22.4.2 Potential Integrations

Upton Regional PSAP leadership indicated that the participating communities are satisfied with the current scale and service model. The PSAP is not actively pursuing expansion.

There is no available capacity within the existing facility or organizational structure to support additional municipalities.

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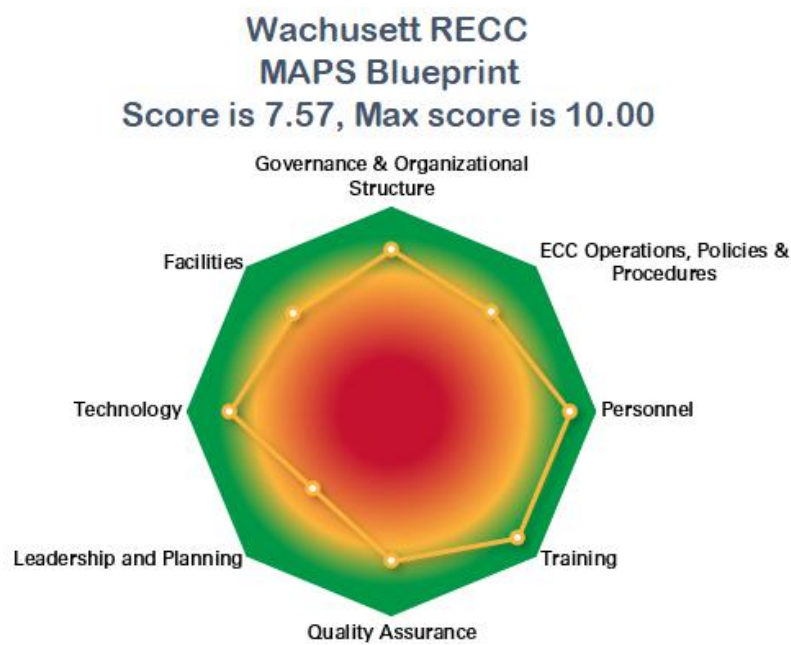
4.23 Wachusett RECC Operational Blueprint

Wachusett RECC, located in Holden, operates as a hosted model. The center serves the towns of Holden, Paxton, Princeton, and West Boylston.

Wachusett RECC serves a combined estimated population of 58,868 and handled an average of 10,468 911 calls annually between 2022 and 2024, representing approximately 0.31% of the statewide 911 call volume.

Under its original governance structure, the hosted model operated within the Holden Police Department, which created friction among participating communities. Some member towns, notably Paxton, sought to withdraw; however, S911D denied the request.

In 2024, Wachusett RECC transitioned to a standalone Town department, with administrative oversight assigned to the director.



4.23.1 Key Insights



- Wachusett RECC telecommunicators are responsible for handling after-hours utility and DPW calls.
- Leadership has expressed interest in advancing alternative first-response models and leveraging innovative technologies, including 988 integration and AI solutions, to enhance operational workflows.
- Wachusett RECC's facility is at capacity and cannot expand within its current footprint.
- Wachusett RECC maintains an effective training program that meets state requirements and aligns with industry standards.

4.23.2 MAPS Results: Performance, Growth, and Sustainability

Wachusett RECC Analysis	
 Governance and Organizational Structure	- Wachusett RECC operates under a hosted governance model. - The original hosted structure under Holden Police Department authority created intermunicipal friction, and at least one member community sought withdrawal, which was denied by S911D. - In 2024, Wachusett RECC was established as a separate town department, with administrative oversight assigned to the Director.
 Operations, Policies, and Procedures	- Wachusett RECC provides police, fire, and EMS dispatch services to four communities. - Telecommunicators are responsible for handling after-hours utility and DPW calls.
 Personnel and Workforce	- Staffing includes 13 full-time personnel (eight telecommunicators, four supervisors—including one deputy director—and one director) and three part-time telecommunicators. - Supervisors are included in minimum staffing counts and are regularly assigned to dispatcher positions. - Telecommunicator availability averages approximately 87.50% when considering break periods and intentional downtime. Leave data was not provided, which will reduce the availability percentage. - Absent complete operational, personnel, and incident data, an evaluation of staffing levels is not possible. Minimum staffing is one to three telecommunicators, depending on the time of day. Under an 8-hour shift model, this configuration minimally requires an authorized strength of 12 telecommunicators. Maintaining two positions on the midnight shift, in alignment with best practice, would increase the requirement to 14 telecommunicators. When leave usage is considered, the staffing requirement will increase, placing Wachusett RECC understaffed. - Mental health support resources for telecommunicators are limited, and staff have requested continued post-regionalization support.
 Training	Wachusett RECC maintains a training program that meets state requirements and aligns with industry standards.
 Quality Assurance	- Development of a formal QA program and documentation of performance metrics are needed. - Wachusett RECC has an opportunity to establish formal KPIs.

Wachusett RECC Analysis	
 Administration and Planning	- Wachusett RECC is actively pursuing CALEA accreditation. - Long-term planning efforts are currently informal and led by the director.
 Technology	- Wachusett RECC is engaged in a radio modernization project. - Wachusett RECC utilizes Rave and RapidSOS to enhance service delivery and location accuracy. - Leadership has expressed interest in leveraging advanced technologies, including AI solutions, to enhance operational workflows.
 Facilities	- The current facility, constructed in 2010, is at capacity and lacks room for expansion. - The operations floor includes four workstations, three of which are actively utilized. - Development of a standalone facility is identified as a long-term objective within the next five years.

4.23.3 Funding

Wachusett RECC has an assumed annual operating budget of \$1,061,151. The RECC receives approximately \$700,000 annually in S911D grant funding to support operations and relies on State funding for major capital purchases.

Assessment fees are calculated using a formula that incorporates 911 call volume, 10-digit call volume, CAD incident volume, and population. Staff indicated that the formula has not been applied consistently over time and may vary by community. While member communities generally pay a proportionate share of the net operating budget, disputes have occasionally arisen regarding ownership of radios, camera systems, and CHE components, creating friction among stakeholders.

Development Grant funding has supported capital investments, including workstation purchases, while member communities fund certain local system upgrades.

Metric	Total
Development Grants (Cumulative through 2025)	\$7,276,837
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$545,268 - RECC Incentive – \$967,803	\$1,513,071
2026 RECC Budget (Assumed)	\$1,061,151
2026 Development Grant	\$170,850

Metric	Total
2026 Support and Incentive Grant - Support – \$202,246 - RECC Incentive – \$502,111	\$704,357
2026 Annual Cost Per 911 Call - RECC Contribution – \$101 - S911D Support and Incentive Grant Investment – \$67 - S911D Development Grant Investment – \$16	\$184
2026 Annual Cost Per Capita - RECC Contribution – \$18 - S911D Support and Incentive Grant Investment – \$12 - S911D Development Grant Investment – \$3	\$33
Based on: - Average Annual 911 Call Volume: 10,468 - Estimated Served Population: 58,868	

4.23.4 Opportunities

This section identifies key opportunities for Wachusett RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.23.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate operational concerns regarding Wachusett RECC’s overall viability. Leadership has taken steps to address prior governance and political challenges that posed risk to long-term stability. The following opportunities would strengthen sustainability and organizational performance:

- Develop and implement a formal QA program aligned with national standards and best practices, including adoption of written policy, standardized workflows, and improved documentation.
- Commission a comprehensive facility needs assessment to evaluate current space requirements and determine options for renovation, expansion, or relocation to a standalone site.
- Evaluate and advance innovative technologies, including AI-enabled tools, to enhance operational workflows and efficiency.
- Develop a formal strategic plan to articulate long-term vision, goals, and measurable objectives.
- Develop a formal succession plan to identify future leaders and align professional development with anticipated organizational needs.
- Seek greater clarity and consistency in the statewide funding model and grant allocation structure to support predictable long-term financial planning.

Wachusett RECC is focused on stabilizing and standardizing internal systems prior to pursuing additional regional growth.

4.23.4.2 Potential Integrations

The current facility is at capacity and does not support expansion within the existing footprint.

If Wachusett RECC were to relocate to a standalone facility independent of the police department, additional regional integration could be considered. Leadership emphasized that any expansion would be carefully evaluated to ensure alignment in governance philosophy, operational compatibility, and shared service expectations.

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4.24 WESTCOMM RECC Operational Blueprint

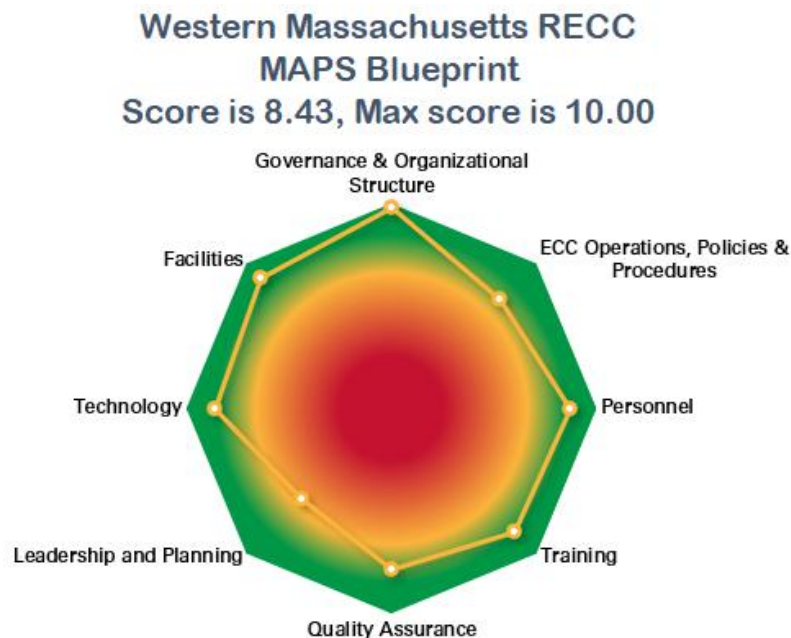
The Western Massachusetts Emergency Communications District, formed in 2018, became operational in 2019 as the WESTCOMM RECC. It operates under the district model. Located in Chicopee, the center initially shared space within the Chicopee Public Safety Complex; WESTCOMM now operates from a standalone facility.

WESTCOMM serves an estimated population of 110,000 and handled an average of 47,559 911 calls annually between 2022 and 2024, representing approximately 1.42% of the statewide 911 call volume.

The regionalization effort was driven by the mayor of Chicopee and the public safety director, with a primary goal of returning police and fire responders from dispatch roles back to the field and reopening an unstaffed police station. The Town of Longmeadow, which was also pursuing regionalization, joined through a mutual agreement finalized in December 2019. S911D supported the initiative through a feasibility study.

Additional communities joined shortly thereafter, including the Towns of Monson and East Longmeadow, followed by the Town of Ware in 2021 and the Hampden County Sheriff's Office in 2023.

The development timeline from initial concept to go-live was approximately nine months. During early operations, a key challenge was the continued roles of police officers and firefighters within the center, which at times led to inconsistent adherence to RECC procedures. This issue was resolved as responders transitioned back to the field and RECC staffing levels increased. Overall, the transition was reported as successful, supported by strong local commitment to regionalize and S911D assistance.



4.24.1 Key Insights



- WESTCOMM operates within a recently renovated facility that offers sufficient capacity to support future growth, although significant capital investment would be required to equip workstation consoles.
- WESTCOMM maintains a full administrative staff, allowing for a high degree of operational self-sufficiency.
- Despite overall staffing levels, mandatory overtime and supervisory coverage of telecommunicator positions remain necessary to maintain minimum staffing.
- WESTCOMM is actively pursuing additional municipal partnerships and views expansion as competitive within the RECC environment; however, competitive dynamics with nearby RECCs for potential member municipalities remain a hurdle.

4.24.2 MAPS Results: Performance, Growth, and Sustainability

WESTCOMM RECC Analysis	
 Governance and Organizational Structure	• WESTCOMM is led by an executive director who reports to a Board of Directors. • The Board of Directors includes the mayor of Chicopee and the town manager or town administrator from each member municipality. • The Board is supported by an Executive Committee, Finance Committee, and Operations Committee to ensure alignment among member agencies, municipal leadership, and WESTCOMM. • Leadership reports that WESTCOMM is actively seeking to expand by adding additional member agencies.
 Operations, Policies, and Procedures	• WESTCOMM receives all emergency and non-emergency calls for service for the City of Chicopee; the Towns of East Longmeadow, Longmeadow, and Monson; and the Hampden County Sheriff's Office. • Telecommunicators are typically assigned exclusively to either call-taking or dispatch functions and do not routinely perform both simultaneously. • WESTCOMM staffs two police dispatch positions and two fire dispatch positions per shift. • Standardized policies and procedures are applied across member agencies to reduce operational variability and telecommunicator confusion.
 Personnel and Workforce	• Authorized staffing includes approximately 52 positions: 11 administrative or management positions, six operational supervisors, 30 full-time telecommunicators, and five part-time telecommunicators. • Minimum staffing ranges from five to six telecommunicators per shift, depending on operational demand.

WESTCOMM RECC Analysis	
	• WESTCOMM currently has five trainees at varying stages of certification, with an additional four telecommunicators that began in March 2026, bringing the center to plus one of its telecommunicator staffing levels and actively mitigating the need for supervisory coverage on the consoles. • WESTCOMM generally operates within approximately 5% of full authorized staffing. Reported retention data indicates an annual retention rate of approximately 52%. • Leadership identified a need for additional staffing to allow telecommunicators to take meal and break periods away from their workstations. • Telecommunicator availability averages approximately 71% when considering leave usage, meal and break periods, and intentional downtime. • WESTCOMM averages five 911 calls per hour, which requires two telecommunicators to be available; periods of peak demand may require four telecommunicators to be available. With minimum staffing of no fewer than five telecommunicators, this need is met. Maintaining two law enforcement and two fire dispatch positions is appropriate for the incident volumes. • To staff six positions on days and five positions on nights, including call-taking positions, typically requires the equivalent of approximately 32 to 36 full-time telecommunicators. WESTCOMM notes that because of its efficient scheduling model (12-hour Pitman), its minimum of six positions on days and five positions on nights are met and, in most cases, exceeded with a dispatch staff of 30. While this staffing model may support daily minimum staffing levels, staffing below the statistical range may limit flexibility to consistently account for leave, training, and other relief factors.
 Training	• WESTCOMM maintains compliance with state 911 training and continuing education requirements. • The training program is modeled after the APCO training framework, and WESTCOMM intends to seek ATPA within FY27. • WESTCOMM has 16 certified CTOs, although there is no standardized criteria for CTO assignment beyond demonstrated job performance. • Staff have access to online continuing education resources through Priority Dispatch and other platforms, as well as in-person training opportunities. • WESTCOMM uses PowerDMS for comprehensive certification and course management and has implemented PowerCTO for digital daily observation reports (DORs).
 Quality Assurance	• WESTCOMM maintains a formal QA program overseen by a QA coordinator. • Random call reviews are conducted daily using the ProQA platform and exceed state minimum requirements.

WESTCOMM RECC Analysis	
	• WESTCOMM follows Priority Dispatch protocols for medical, law enforcement, and fire call processing. • WESTCOMM is pursuing Triple ACE (Accredited Center of Excellence) designation through the International Academies of Emergency Dispatch (IAED). • A formal complaint resolution policy is in place, and complaints are tracked.
 Administration and Planning	• Leadership reports no significant barriers to executing initiatives and indicates that the Board is generally supportive of WESTCOMM's needs. • WESTCOMM does not maintain a formal change management plan. • A written COOP plan is in place. • WESTCOMM does not maintain a formal strategic plan but operates under documented organizational goals.
 Technology	• WESTCOMM employs an IT director and IT support specialist who respond to service requests within approximately 12 hours. • Systems are maintained on current software versions, with updates conducted monthly. • No significant technology deficiencies were reported. • WESTCOMM is in Phase 2 of its Hexagon CAD software implementation project. Until Hexagon CAD is live, the center continues to operate on the IMC CAD platform. • WESTCOMM operates on a modern P25 radio system, with adequate (or above) radio coverage throughout all member communities. Additional radio infrastructure will be needed to improve the system's footprint to accommodate prospective communities wishing to join.
 Facilities	• WESTCOMM operates within a modern, secure, standalone facility totaling approximately 18,000 square feet. • The operations floor includes eight fully equipped workstations and six additional positions without radio equipment. • The facility is supported by primary and secondary power systems. • The building provides substantial capacity for expansion, with the potential to accommodate up to 30 workstations on the operations floor.

4.24.3 Funding

WESTCOMM reported an operating budget of \$6,776,178, inclusive of salaries, benefits, mortgage obligations, legal services, and facility-related expenses associated with operating a district-model RECC within a

standalone facility. Unlike municipal-hosted models where many peripheral costs are absorbed by the town or city, WESTCOMM presents a fully transparent, end-to-end representation of operational costs.

S911D grant funding accounts for approximately 75% of the operating budget, with the remaining costs funded through member assessments calculated based on population and call volume. Leadership is evaluating the current assessment methodology for member municipalities in light of facility-related expenses.

Initial technology investments were largely funded by the State at the time of regionalization; however, future capital and lifecycle replacements will require increased local funding. Staff expressed concern regarding long-term funding sustainability for major capital and lifecycle replacement needs.

Metric	Total
Development Grants (Cumulative through 2025)	\$17,184,425
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$2,683,989 - RECC Incentive – \$8,462,056	\$11,146,045
2026 RECC Budget (Reported)	\$6,776,178
2026 Development Grant	\$1,848,222
2026 Support and Incentive Grant - Support – \$1,599,389 - RECC Incentive – \$3,248,640	\$4,848,029
2026 Annual Cost Per 911 Call - RECC Contribution – \$142 - S911D Support and Incentive Grant Investment – \$102 - S911D Development Grant Investment – \$39	\$283
2026 Annual Cost Per Capita - RECC Contribution – \$62 - S911D Support and Incentive Grant Investment – \$44 - S911D Development Grant Investment – \$17	\$123
Based on: - Average Annual 911 Call Volume: 47,559 - Estimated Served Population: 110,000	

4.24.4 Opportunities

This section identifies key opportunities for WESTCOMM to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.24.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding WESTCOMM's overall viability. The following opportunities would strengthen long-term sustainability and organizational effectiveness:

- Formalize the lead role as a full-time position (e.g., assistant supervisor) to clearly define responsibilities, integrate the role into the leadership structure, and provide an additional career progression pathway to support retention and professional development.
- Increase staffing levels to reduce reliance on supervisors working console positions, thereby enhancing situational awareness, proactive oversight, real-time operational support, and supervisory effectiveness.
- Develop a comprehensive strategic plan to articulate WESTCOMM's long-term vision, including potential expansion, enhanced regional training capacity, and advancement of regional information-sharing capabilities. The plan should include measurable benchmarks to evaluate progress and performance.

4.24.4.2 Potential Integrations

WESTCOMM reported that it is actively seeking additional municipal partners to improve operational efficiency and distribute costs across a broader regional base. Leadership has articulated a long-term vision of serving as a regional hub for Western Massachusetts, including expanded training capacity and enhanced information-sharing capabilities such as a 911 fusion center.

WESTCOMM has substantial facility capacity to accommodate additional staff and infrastructure necessary to support expansion. However, leadership noted competitive dynamics with nearby RECCs for potential member municipalities and expressed interest in additional financial incentives from S911D to offset onboarding costs.

Comparative analysis with neighboring RECCs and formal feasibility assessments would support informed decision-making regarding future integrations.

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4.25 Westfield RECC Operational Blueprint

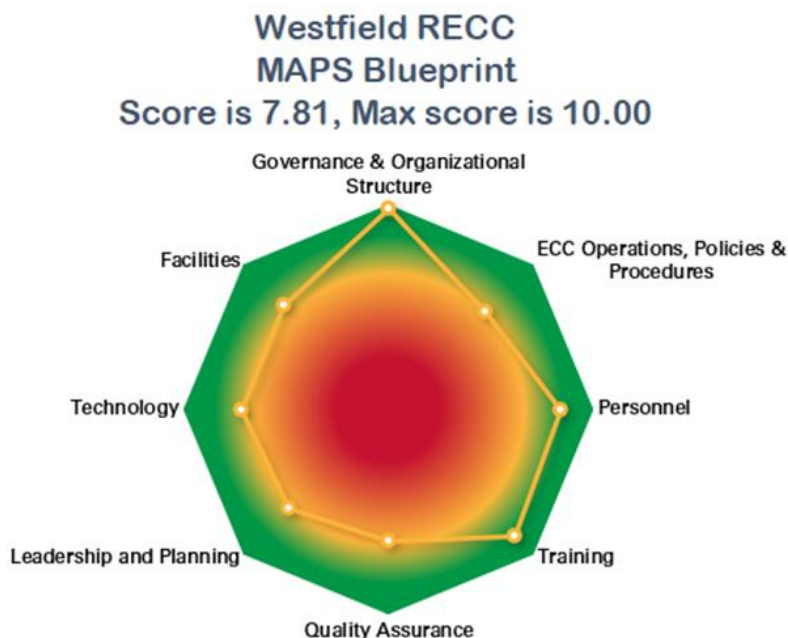
The Westfield Regional Public Safety Communications Center (WRPSCC), established in December 2022, operates as a hosted model, with the City of Westfield serving as the host community. The center is located within the Westfield Emergency Management building and provides emergency communications services for the City of Westfield and the Town of Southwick.

WRPSCC serves an estimated population of 74,000 and handled an average of 17,508 911 calls annually between 2022 and 2024, representing approximately 0.52% of the statewide 911 call volume.

The regionalization effort was driven by the Southwick police chief, with support from the Southwick fire chief; building on an existing pattern of shared services between Westfield and Southwick. At the time, Southwick operated a single-seat PSAP. S911D indicated that regionalization was feasible without requiring a formal study and provided approval for the formation of the RECC.

The project progressed from initial concept to go-live in approximately 22 months. While the transition was ultimately successful, several challenges were encountered during implementation. The Westfield director simultaneously served as the project manager and oversaw daily PSAP operations, with limited ability to delegate operational responsibilities. Additional lead time for regionalization planning prior to implementation would have been beneficial. The most significant challenge involved vendor coordination related to merging the two CAD systems, a process that remains incomplete.

Contributing factors to the success of the effort included constant communication between both municipal governments, alignment on a shared regional vision, access to peer RECC directors for guidance, centralized project management under the Westfield director, and hiring a Southwick dispatcher part-time during implementation to serve as an SME and support relationship-building.



4.25.1 Key Insights



- WRPSCC telecommunicators perform simultaneous call-taking and dispatch functions.
- Member agencies maintain their own procedures, which WRPSCC follows, rather than operating under standardized, RECC-developed policies.
- WRPSCC reports an annual retention rate exceeding 90%.
- Leadership would be interested in exploring the option of transitioning to a district governance model.

4.25.2 MAPS Results: Performance, Growth, and Sustainability

Westfield RECC Analysis	
 Governance and Organizational Structure	• WRPSCC is managed by a director who reports to the mayor of Westfield. • The mayor and city council retain final approval authority over WRPSCC's budget. • An Executive Board composed of agency chiefs serves in an advisory capacity and meets regularly. • Leadership reports willingness to expand service to additional municipalities; however, expansion is not actively pursued due to the need for additional administrative support capacity. • Leadership is open to exploring a district governance model.
 Operations, Policies, and Procedures	• WRPSCC receives all emergency and non-emergency calls for service for Westfield and Southwick. • Telecommunicators monitor a minimum of four primary radio channels (two police and two fire). • Telecommunicators perform concurrent call-taking and dispatch functions. • WRPSCC utilizes Priority Dispatch EMD protocols for medical call processing. • Member agencies maintain their own policies and procedures, which WRPSCC follows, resulting in operational complexity and limited standardization.
 Personnel and Workforce	• Authorized staffing includes one director, one deputy director, two lead dispatchers, and 12 full-time telecommunicators. • Minimum staffing is two telecommunicators for eight hours per day and three telecommunicators for 16 hours per day. • Lead dispatchers work operational positions while also maintaining administrative responsibilities, including training and QA coordination. • At the time of this report, there is one lead dispatcher vacancy and no per diem personnel. Leadership reports that staffing shortages have not presented

Westfield RECC Analysis	
	significant operational challenges. Since regionalization, attrition has averaged one employee per year, with annual retention exceeding 90%. - Telecommunicator availability averages approximately 69% when considering leave usage (averaging 506 hours per person) and intentional downtime. Telecommunicators are not allocated defined meal or break periods away from the console, which would reduce availability. - WRPSCC averages less than two 911 calls per hour. Breakdowns of 911 call data for the busiest and slowest months align with this average, although peak hours for those months indicate WRPSCC may receive four to five 911 calls per hour. While this is a low call volume, it still requires two telecommunicators to be available in the event calls are received simultaneously. Maintaining two dispatch positions is appropriate for the incident volumes. Staffing three positions for 16 hours per day and two positions for 8 hours per day equates to a minimum staffing requirement of approximately 18 full-time telecommunicators. With 12 full-time dispatchers and two lead dispatchers (14 total personnel), current staffing levels fall below this statistical requirement. However, WRPSCC leadership indicates that existing staffing is sufficient to meet operational needs. - WRPSCC would benefit from additional administrative support positions to reduce operational reliance on supervisory personnel.
 Training	- WRPSCC reports compliance with state 911 training and continuing education requirements. - Defined criteria are established for CTO designation. - Telecommunicators have access to both directed and elective continuing education opportunities.
 Quality Assurance	- WRPSCC maintains a formal QA program documented in policy and overseen by a lead dispatcher. - Random reviews of medical calls are conducted in compliance with state requirements. - Complaints are generally handled by a lead dispatcher, with escalation procedures in place when necessary.
 Administration and Planning	- Leadership reports no significant barriers to implementing initiatives and cites strong cooperative relationships between Westfield and Southwick as supportive of WRPSCC operations. - WRPSCC does not maintain a formal change management plan. - A state-required COOP plan is in place. - WRPSCC does not maintain a formal strategic plan.

Westfield RECC Analysis	
 Technology	- IT support is provided by the City of Westfield. - Service tickets are typically resolved within approximately 24 hours. - Systems are maintained on current versions and updated regularly; however, no formalized upgrade cadence exists. - WRPSCC continues to operate two separate CAD systems (one for each municipality), creating operational inefficiencies. - Integration of the two CAD databases has been identified as the most significant technology challenge. - Network infrastructure includes built-in redundancies and security protections. - The radio system and consoles are less than 10 years old; however, interoperability capabilities are limited.
 Facilities	- WRPSCC operates within the secure Westfield Emergency Management Building located on the grounds of the Westfield-Barnes Regional Airport. - The operations floor includes four fully equipped workstations. - The facility is supported by primary and secondary power sources. - The current space supports existing operations but does not provide capacity for future expansion.

4.25.3 Funding

WRPSCC reported an operating budget of \$1,178,804, with salaries and overtime comprising nearly 90% of total expenditures.

As the host community, the City of Westfield provides administrative and operational support services not reflected within the RECC's direct budget, including facility maintenance, HR, accounting, payroll, and other municipal functions.

Member assessments are calculated using a formula that incorporates population, call volume, and specific cost drivers such as CAD maintenance. The IMA is reviewed every three years, including evaluation of the funding methodology.

Leadership expressed concern regarding long-term reliance on S911D grant funding and the potential impact of reduced grant availability. WRPSCC's capital improvement planning is incorporated into the City of Westfield's five-year CIP; however, it anticipates continued reliance on grant funding to support major capital projects.

Metric	Total
Development Grants (Cumulative through 2025)	\$1,997,774
Support and Incentive Grant (Cumulative 2023–2025)	\$2,245,174

Metric	Total
- Support – \$770,074 - RECC Incentive – \$1,475,100	
2026 RECC Budget (Reported)	\$1,178,804
2026 Development Grant	\$279,650
2026 Support and Incentive Grant - Support – \$302,793 - RECC Incentive – \$737,550	\$1,040,343
2026 Annual Cost Per 911 Call - RECC Contribution – \$67 - S911D Support and Incentive Grant Investment – \$59 - S911D Development Grant Investment – \$16	\$142
2026 Annual Cost Per Capita - RECC Contribution – \$16 - S911D Support and Incentive Grant Investment – \$14 - S911D Development Grant Investment – \$4	\$34
Based on: - Average Annual 911 Call Volume: 17,508 - Estimated Served Population: 74,000	

4.25.4 Opportunities

This section identifies key opportunities for WRPSCC RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.25.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding WRPSCC's overall viability. The following opportunities would strengthen long-term sustainability and organizational performance:

- Continue long-term facility planning discussions to address space constraints and evaluate expansion or relocation options, particularly in the context of potential regional growth and shared service efficiencies.
- Collaborate with member agencies to standardize operational procedures, reducing cognitive burden on telecommunicators and improving consistency during high-call volume or critical incidents.

- Develop a comprehensive strategic plan to articulate long-term vision, including leadership structure, facility planning, technology modernization, and interoperability enhancements. The plan should include measurable benchmarks to assess progress and performance.

4.25.4.2 Potential Integrations

WRPSCC reports that it is not actively pursuing additional municipalities at this time; however, leadership identified potential opportunities for future expansion. As of November 2025, the Town of South Hadley is actively exploring regionalization with WRPSCC, with ongoing discussions and development of an IMA targeting a potential go-live date of September 2026. Leadership also noted that regional growth efforts are competitive, as other RECCs may offer lower assessments or have greater administrative capacity to focus on regionalization initiatives.

Should expansion occur, additional facility space would likely be required, as the current facility is operating at or near capacity and may not be able to accommodate growth within its existing footprint.

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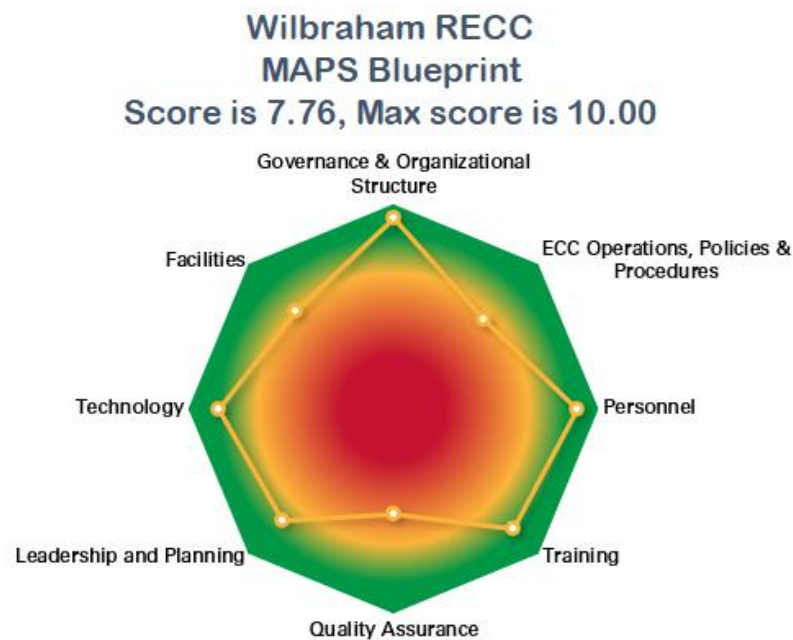
4.26 Wilbraham RECC Operational Blueprint

Wilbraham RECC, established in 2021, operates as a hosted model, with the Town of Wilbraham serving as the host community. The center provides emergency communications services for the towns of Wilbraham, Belchertown, and Hampden and is located in the Wilbraham Police Department.

Wilbraham RECC serves an estimated population of 34,921 and handled an average of 7,190 911 calls annually between 2022 and 2024, representing approximately 0.22% of the statewide 911 call volume.

The regionalization effort was driven by the Town of Hampden, which sought financial savings and pursued regionalization with a geographically adjacent partner. Hampden cited anticipated cost savings and the availability of S911D grant funding in discussions with the Town of Wilbraham. No formal feasibility study was conducted. The Town of Belchertown joined Wilbraham RECC in 2024, primarily in response to staffing shortages.

The initial consolidation process took approximately eight months. While sufficient to achieve go-live, the director indicated that additional planning time could have improved implementation outcomes. An early challenge involved merging CAD system databases, as Wilbraham and Hampden operated on separate CAD systems for the first three months of regional operations. Overall success was attributed to close and ongoing communication among participating communities and stakeholders.



4.26.1 Key Insights



- Wilbraham RECC maintains standardized operational procedures across member agencies.
- Telecommunicators perform simultaneous call-taking and dispatch functions.

- Leadership has expressed interest in expanding to additional communities; however, the current facility lacks capacity to support growth.
- Wilbraham RECC reports an annual retention rate exceeding 90%.

4.26.2 MAPS Results: Performance, Growth, and Sustainability

Wilbraham RECC Analysis	
 Governance and Organizational Structure	• Wilbraham RECC is managed by a director who reports to the town manager. • A Board of Directors provides governance and operational oversight. • An Executive Board composed of police and fire chiefs from each member community serves in an advisory capacity. • Leadership has expressed willingness to expand to additional communities and transition to a district governance model if future growth warrants such a change.
 Operations, Policies, and Procedures	• Wilbraham RECC receives all emergency and non-emergency calls for service for the Towns of Belchertown, Hampden, and Wilbraham. • Telecommunicators collectively monitor approximately 15 primary and tactical radio channels while supporting approximately 10 law enforcement officers per shift, 12 full-time firefighters, and additional on-call fire personnel as needed. • Telecommunicators perform simultaneous call-taking and dispatch functions and staff a public walk-up window during business hours. • Standardized operational procedures apply across all member agencies, rather than individual agency-specific protocols.
 Personnel and Workforce	• Authorized staffing includes one director, one deputy director, 11 full-time telecommunicators, and two part-time telecommunicators. • Minimum staffing consists of three telecommunicators on day and evening shifts and two telecommunicators on overnight shifts. • At the time of this report, there is one telecommunicator vacancy. • Annual retention exceeds 90%. • Absent operational, personnel, or incident data, an evaluation of staffing levels is not possible. Correlating minimum staffing per shift to positions that must be staffed results in the minimum need of 14 full-time telecommunicators. The reported annual 911 call volume averages less than one call per hour.
 Training	• Wilbraham RECC reports compliance with state 911 training and continuing education requirements. • Approximately 90% of trainees successfully complete the training program.

Wilbraham RECC Analysis	
	- The training program aligns with the APCO CTO model, including trainer certification standards. - Staff are provided with continuing education opportunities consistent with industry standards and best practices.
 Quality Assurance	- Wilbraham RECC maintains a formal QA program supported by written policy. - Approximately 10% of EMD calls are reviewed, consistent with state requirements. - Law enforcement and fire calls are not proactively reviewed unless prompted by a complaint. - Wilbraham RECC follows the Town of Wilbraham's complaint policy; however, an RECC-specific complaint resolution workflow has not been established.
 Administration and Planning	- Leadership reports no significant barriers to executing initiatives and attributes this to strong working relationships with member communities and stakeholders. - Wilbraham RECC does not maintain a formal change management workflow. - A written strategic plan is in place to guide long-term goals and objectives.
 Technology	- IT support is provided by an internal staff member who supports the RECC and other Wilbraham public safety agencies. - A prioritized ticketing system is in place, and most service requests are resolved the same day. - Systems are maintained on current versions and updated as necessary. - The network includes redundant connections and monitored security features. - Wilbraham RECC currently utilizes IMC CAD and is evaluating replacement options. - Radio infrastructure may require upgrades within the next several years.
 Facilities	- The RECC operates within the secure Wilbraham Police Department facility. - The operations floor includes five fully equipped workstations. - The facility is supported by primary and secondary power systems. - The facility is at capacity and does not provide room for future expansion.

4.26.3 Funding

Wilbraham RECC reported an approximate operating budget of \$323,302, with salaries, wages, benefits, and overtime comprising the majority of total expenditures.

As the host agency, the Town of Wilbraham and the Wilbraham Police Department provide administrative and operational support services not reflected as direct line items within the RECC budget, including facility maintenance, HR, accounting, payroll, and other municipal support functions.

Wilbraham RECC assesses member municipalities an annual fee to offset operating costs not covered by S911D grant funding.

Metric	Total
Development Grants (Cumulative through 2025)	\$4,240,389
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$350,511 • RECC Incentive – \$888,906	\$1,239,417
2026 RECC Budget (Reported)	\$323,302
2026 Development Grant	\$446,250
2026 Support and Incentive Grant • Support – \$193,813 • RECC Incentive – \$466,657	\$660,470
2026 Annual Cost Per 911 Call • RECC Contribution – \$51 • S911D Support and Incentive Grant Investment – \$92 • S911D Development Grant Investment – \$62	\$205
2026 Annual Cost Per Capita • RECC Contribution – \$10 • S911D Support and Incentive Grant Investment – \$19 • S911D Development Grant Investment – \$13	\$42
Based on: • Average Annual 911 Call Volume: 7,190 • Estimated Served Population: 34,921	

4.26.4 Opportunities

This section identifies key opportunities for Wilbraham RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.26.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding Wilbraham RECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational development:

- Evaluate establishment of a lead dispatcher role to provide shift-level oversight, support QA activities, and create a structured career progression pathway. This position could also be cross-trained in deputy director responsibilities to support succession planning and leadership continuity.
- Conduct a comprehensive staffing analysis to determine the appropriate number of telecommunicators required to sustain operations while allowing the director and deputy director to focus on administrative and management functions. If additional staffing is warranted, supervisory roles could be considered.
- Develop an in-house classroom training component for new hires to supplement on-console training, leveraging available police department classroom space to improve instructional consistency and reduce training strain on CTOs.

4.26.4.2 Potential Integrations

Wilbraham RECC reports that it is not actively pursuing additional municipalities or merger opportunities at this time; however, leadership remains open to discussions if approached by other PSAPs.

Leadership has expressed interest in potentially adding one to two municipalities within the next five to ten years and transitioning to a district governance model if future growth supports such a change.

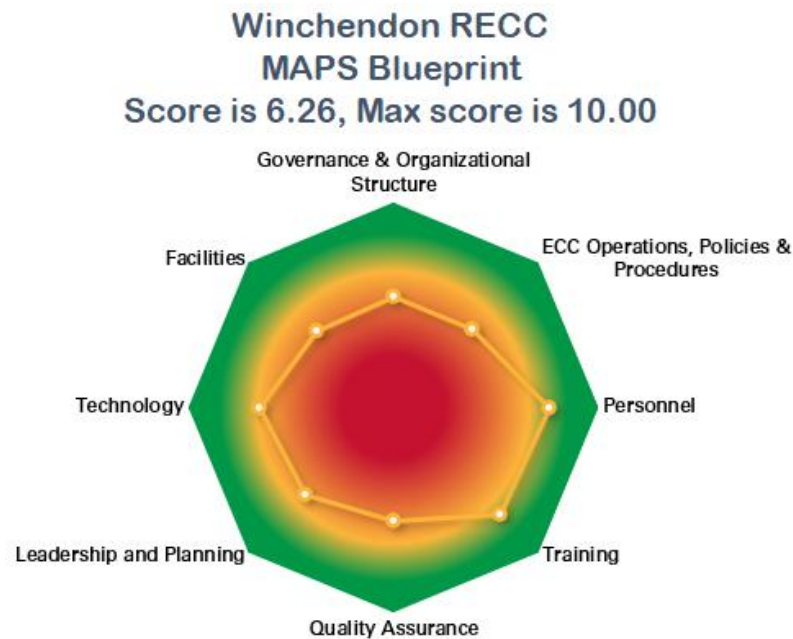
Any expansion would likely require evaluation of the current facility's capacity to accommodate additional workstations and personnel, as the existing space is operating at or near capacity.

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4.27 Winchendon RECC Operational Blueprint

Winchendon RECC, established in 2010, operates as a hosted model under the Winchendon Police Department. The center provides police and fire dispatch services for the Towns of Winchendon and Royalston, which maintain a longstanding cooperative operational relationship.

Winchendon RECC serves an estimated population of 11,717 and handled an average of 4,213 911 calls annually between 2022 and 2024, representing approximately 0.13% of the statewide 911 call volume.



4.27.1 Key Insights



- Winchendon RECC telecommunicators perform a range of ancillary responsibilities in addition to call-taking and dispatch, including DPW dispatch, prisoner video monitoring, camera checks, CJIS audits, warrant validation, maintenance of training certification logs, and video timestamping for court purposes.
- Operations are guided by a combination of formal directives and institutional knowledge.
- Winchendon RECC's training program is compliant with state training requirements.
- Development of a formal written strategic plan and CIP would strengthen long-term operational sustainability.
- The facility provides minimal capacity for future growth.

4.27.2 MAPS Results: Performance, Growth, and Sustainability

Winchendon RECC Analysis	
 Governance and Organizational Structure	- Winchendon RECC operates under the Winchendon Police Department and provides dispatch services to Winchendon and Royalston. - Chiefs from the member agencies maintain strong professional relationships that support collaborative operations.
 Operations, Policies, and Procedures	- Telecommunicators perform a broad range of ancillary responsibilities in addition to call-taking and dispatch, including DPW dispatch, prisoner video monitoring, camera checks, CJIS audits, warrant validation, maintenance of training certification logs, and timestamping video for court proceedings. - Winchendon RECC utilizes PowerPhone protocols for EMD. - Operations are guided by a combination of formal directives and institutional knowledge. - Variability in fire department procedures across member communities creates operational challenges for dispatch personnel.
 Personnel and Workforce	- Staffing includes five full-time telecommunicators, supplemented by part-time and per diem personnel. - Recruitment and retention challenges are significant, partially attributable to non-competitive wages and benefits. - Leadership plans to add a dispatch manager position to strengthen supervision and administrative oversight. - Winchendon RECC has two workstation positions; generally, only one telecommunicator is on duty and is responsible for call-taking and dispatching multiple agencies simultaneously. Two days of the week, two telecommunicators are on duty between 1500 and 2300 hours. The center works 8-hour shifts in a 4-on/2-off configuration. - Telecommunicator availability averages approximately 80% when considering leave usage and intentional downtime. Telecommunicators are not allocated defined meal or break periods away from the console, which would reduce availability. - Winchendon RECC averages less than one 911 call per hour, but is also responsible for administrative calls, which represent 88% of the incoming call volume. To continuously staff two positions 24/7 in alignment with best practices requires a minimum of 12 full-time telecommunicators. However, with only two positions, on a day when three telecommunicators were on the rotation, there would not be enough positions available. To staff two positions 16-hours a day and one position overnight (when call and incident activity is low), requires 10 full-time

Winchendon RECC Analysis	
	telecommunicators. If maintaining one staffed position 24/7, the minimum telecommunicator strength is the equivalent of six full-time personnel. • Having one telecommunicator responsible for multiple primary frequencies and agencies, and call-taking simultaneously increases risk.
 Training	• Winchendon RECC's training program meets state training requirements. • Formalization of the new hire training program, including structured evaluation and documentation processes, would strengthen consistency and accountability.
 Quality Assurance	• Winchendon RECC maintains a formal QA process and workflow for reviewing a small percentage of calls; however, the program is not documented in a formal SOP. • Complaint resolution processes are informal and not consistently documented or tracked. • Complaints are generally investigated within 24 hours of receipt.
 Administration and Planning	• Development of a formal written strategic plan and CIP would strengthen long-term dispatch sustainability. • Change management practices are informal and not well documented. • Competing municipal priorities and funding constraints present ongoing challenges.
 Technology	• The CAD system is aging and requires replacement; however, a formal replacement plan has not yet been established. • Opportunities exist to enhance automation in call-taking and protocol processing for fire and EMS. • Lifecycle replacement planning should be formalized and supported in coordination with state funding mechanisms.
 Facilities	• The operational floor includes two fully equipped workstations and one partially equipped position. • The facility provides minimal capacity for future growth. • The equipment room lacks adequate clearance and cable management and does not provide space for expansion.

4.27.3 Funding

Winchendon RECC has an assumed annual operating budget of \$732,001. Royalston provides a limited financial contribution to support RECC operations; however, there is no formal cost-sharing structure beyond this contribution. The Town of Winchendon absorbs operating costs not covered by State grant funding.

Municipal budget constraints limit the RECC's ability to offer competitive wages and benefits. Leadership indicated that fiscal instability and Proposition 2½ override limitations restrict long-term budget growth.

Despite funding limitations, Winchendon RECC continues to meet operational needs. Leadership noted that modest expansion—either through additional municipal participation or increased State financial support—could provide funding for additional staffing positions.

Metric	Total
Development Grants (Cumulative through 2025)	\$412,676
Support and Incentive Grant (Cumulative 2023–2025) - Support – \$205,251 - RECC Incentive – \$287,550	\$492,801
2026 RECC Budget (Assumed)	\$732,001
2026 Development Grant	\$0
2026 Support and Incentive Grant - Support – \$68,417 - RECC Incentive – \$95,850	\$164,267
2026 Annual Cost Per 911 Call - RECC Contribution – \$174 - S911D Support and Incentive Grant Investment – \$39 - S911D Development Grant Investment – \$0	\$213
2026 Annual Cost Per Capita - RECC Contribution – \$62 - S911D Support and Incentive Grant Investment – \$14 - S911D Development Grant Investment – \$0	\$76
Based on: - Average Annual 911 Call Volume: 4,213 - Estimated Served Population: 11,717	

4.27.4 Opportunities

This section identifies key opportunities for Winchendon RECC to strengthen operational performance and long-term sustainability. Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.27.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding Winchendon RECC's overall viability. The following opportunities would strengthen long-term sustainability and organizational maturity:

- Develop a formal strategic plan to define short- and long-term objectives, establish measurable goals, and guide future operational and capital planning decisions.
- Develop and implement a CIP to map asset lifecycle replacement needs and project total cost of ownership over time.
- Align the new hire training program with national standards and best practices by formalizing curriculum structure, improving documentation, and standardizing training workflows.
- Engage with S911D regarding a long-term regionalization strategy to ensure any future expansion aligns with data-driven analysis, sustainable funding structures, and respect for local operational culture and capacity constraints.

4.27.4.2 Potential Integrations

Winchendon RECC leadership expressed openness to limited expansion if an appropriate operational fit is identified; however, the current facility footprint provides minimal capacity to support growth.

Leadership indicated that modest expansion—such as adding one or two nearby communities—could provide potential benefits but emphasized caution to avoid diminishing local service quality.

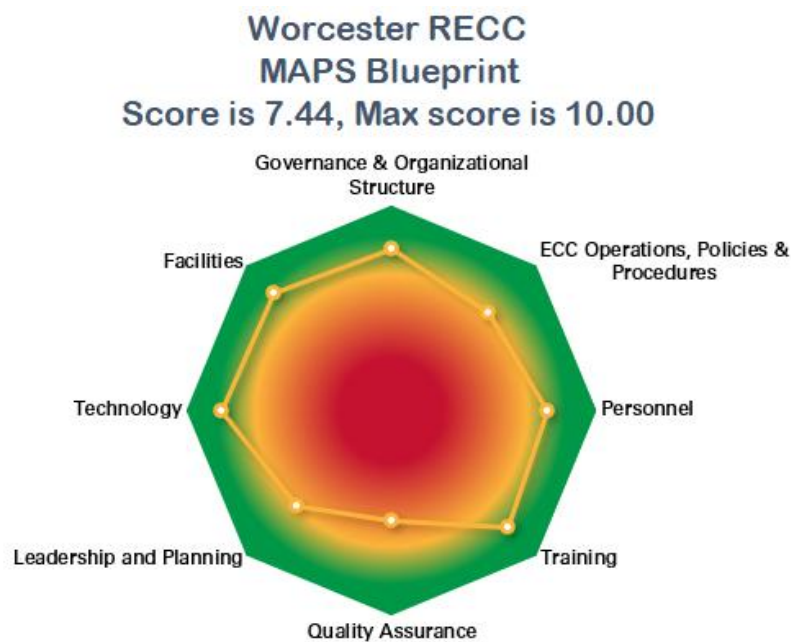
Any integration would require evaluation of facility capacity, staffing sustainability, and infrastructure readiness prior to implementation.

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4.28 Worcester RECC Operational Blueprint

Worcester RECC operates as a hosted model within the City of Worcester's public safety system and falls under the authority of the Public Safety Commissioner, a cabinet-level position.

Worcester RECC provides emergency communications services for the City of Worcester and the Town of Leicester. The center serves an estimated population of 220,407 and handled an average of 149,886 911 calls annually between 2022 and 2024, representing 4.49% of the statewide 911 call volume.



4.28.1 Key Insights



- Policies and procedures are not fully standardized between Worcester and Leicester, resulting in operational inconsistencies.
- Persistent turnover—averaging approximately 29% over the past three years—has necessitated continuous recruitment efforts and recurring training academies to maintain staffing levels.
- While the training program is strong and aligns with state requirements and national standards, opportunities exist to expand broader professional development initiatives.
- Worcester is scheduled to transition to the Hexagon CAD platform in March 2027, while Leicester will remain on the legacy IMC CAD system, creating operational complexity associated with managing dual CAD environments.

4.28.2 MAPS Results: Performance, Growth, and Sustainability

Worcester RECC Analysis	
 Governance and Organizational Structure	• The RECC operates within the City of Worcester's public safety framework under a cabinet-level public safety commissioner. • The RECC functions as a hosted model under the authority of the City of Worcester. • There is a lack of consensus regarding interpretation of the IMA with Leicester.
 Operations, Policies, and Procedures	• Worcester RECC provides dispatch services to the Worcester Police and Fire Departments and to the Leicester Police, Fire, and EMS agencies. • Structured call-processing protocols are not utilized for police and fire calls; medical calls are transferred to the University of Massachusetts for EMD processing. • Worcester RECC coordinates with behavioral health crisis lines and county-level Crisis Response Teams (CRTs). • Policies and procedures are not fully standardized between Worcester and Leicester, resulting in operational inconsistencies.
 Personnel and Workforce	• Authorized staffing includes 46 full-time telecommunicators and four working supervisors. • At the time of this report, there are four full-time telecommunicator vacancies, partially offset by the use of per diem personnel. • Worcester RECC staffs six dispatch positions and dedicated call-takers for Worcester operations. • Minimum staffing ranges from 10 to 11 telecommunicators per shift. • Persistent turnover, averaging approximately 29% over the past three years, has required continuous recruitment and recurring training academies to maintain staffing levels. • Police officers occasionally backfill dispatch positions during staffing shortages, which has reportedly strengthened interagency relationships. • Expanded health and wellness programming for telecommunicators is needed. • Telecommunicator availability averages approximately 71% when considering leave usage, meal and break periods, and intentional downtime. • Absent incident data and its associated processing data, determining if the operational configuration is appropriate is not possible. Based on reported annual 911 call volume, an average of approximately 16 to 25 calls per hour would require the availability of two to three call-takers. Because 911 call demand does not occur evenly over time, peak periods may require the availability of four

Worcester RECC Analysis	
	telecommunicators. Staffing six dispatch positions around the clock, plus three call-takers on days and two on nights, requires a minimum authorized strength of 48 telecommunicators, excluding supervisors. An even split shift strength of 12 allows six dispatch positions, three call-takers, and a relief position, while supporting one to two people on leave. • Administrative call volume has not been considered and may increase the staffing need by one telecommunicator on each day shift. • Worcester RECC's authorized telecommunicator strength, excluding supervisors, appears to be under by two to four positions, based on the available data. • Expanded health and wellness programs for telecommunicators are needed.
 Training	• The in-house training program is well-established and aligns with state requirements and national standards. • Telecommunicators are fully cross-certified and Crisis Intervention Team (CIT) trained. • Worcester RECC maintains a robust cadre of certified trainers and a comprehensive training plan. • Leadership has identified a need to expand professional development opportunities beyond baseline certification requirements.
 Quality Assurance	• Worcester RECC maintains a formal QA program supported by the Frontline software platform. • Plans are in place to hire a full-time QA manager to oversee program administration and conduct call reviews.
 Administration and Planning	• Worcester RECC does not maintain an independent strategic plan separate from the City of Worcester's broader municipal plan. • Formal succession planning and expanded leadership development initiatives are needed.
 Technology	• Worcester is scheduled to transition to the Hexagon CAD platform in October 2026; Leicester will remain on the legacy IMC CAD system, creating operational complexity associated with managing dual CAD environments.
 Facilities	• The newly constructed RECC facility houses 911 operations, emergency management, and 311 services within a shared public safety complex.

4.28.3 Funding

Worcester RECC reported an annual operating budget of approximately \$4,422,202.

The City of Worcester funds the majority of shared operational and capital expenses, with limited financial contribution from the Town of Leicester. While the RECC maintains a separate fund within the City's budget structure, funding decisions remain subject to broader municipal priorities. Leadership indicated that budget competition within the City structure can affect long-term planning and capital investment stability.

Leadership expressed that transitioning to a district model could provide greater fiscal autonomy, dedicated funding, shared governance, and more collaborative policy development. Under the current municipal structure, RECC funds may be reallocated to other City departments based on broader budgetary needs.

Metric	Total
Development Grants (Cumulative through 2025)	\$7,460,782
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$4,543,701 • RECC Incentive – \$3,991,440	\$8,535,141
2026 RECC Budget (Reported)	\$4,422,202
2026 Development Grant	\$401,385
2026 Support and Incentive Grant • Support – \$1,514,567 • RECC Incentive – \$1,495,720	\$3,010,287
2026 Annual Cost Per 911 Call • RECC Contribution – \$30 • S911D Support and Incentive Grant Investment – \$20 • S911D Development Grant Investment – \$3	\$53
2026 Annual Cost Per Capita • RECC Contribution – \$20 • S911D Support and Incentive Grant Investment – \$14 • S911D Development Grant Investment – \$2	\$36
Based on: • Average Annual 911 Call Volume: 149,886 • Estimated Served Population: 220,407	

4.28.4 Opportunities

This section identifies key opportunities for Worcester RECC to strengthen operational performance and long-term sustainability.

Worcester RECC is actively exploring expansion and conducting outreach to several communities to gauge interest. Leadership indicated that measured growth could enhance operational sustainability and strengthen the RECC's position within the state-supported regional model.

Building on the preceding insights and MAPS analysis, the following priorities present actionable pathways for improvement and future positioning.

4.28.4.1 Future Viability and Glide Path

Based on stakeholder interviews and operational review, MCP identified no immediate concerns regarding Worcester RECC's overall viability. The following opportunities would strengthen long-term sustainability and operational consistency:

- Streamline and standardize operational procedures across member agencies to reduce variability and improve efficiency.
- Develop and implement a CIP to formalize asset lifecycle replacement and project total cost of ownership.
- Evaluate adoption of standardized police and fire call-taking protocols to improve information gathering, pre-arrival instruction consistency, and resource deployment practices.
- Conduct a comprehensive staffing assessment to address persistent turnover and strengthen recruitment, hiring, and retention strategies.

4.28.4.2 Potential Integrations

Worcester RECC is actively exploring potential expansion to include two additional regional communities. While anticipated growth would be modest, leadership indicated that measured expansion could strengthen long-term sustainability within the state-supported regional model.

Leadership also expressed a preference to maintain dedicated Worcester dispatch positions while expanding regional service delivery, preserving service identity and operational continuity for the City while leveraging the efficiencies of regionalization.

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4.29 Non-participating RECCs

Unlike most other regional PSAPs and RECCs included in this assessment, these agencies chose not to participate in the interview and survey process. As a result, the summaries that follow rely primarily on available quantitative call statistics from 2022 to 2024, along with limited inferences that can be drawn from those metrics. While the call data provides helpful context on workload and call type distribution and was used to inform Appendix A, it does not offer the same level of operational insight as direct engagement. Therefore, MCP was unable to validate key information—such as governance and oversight structures, staffing and scheduling practices, training and QA programs, technology postures, facility constraints, or near-term strategic priorities—to the same extent as for participating centers.

While the available datasets provide meaningful insight into call volume, population served, modeled operating costs, and the scale of S911D investment, these summaries should be interpreted as high-level quantitative profiles rather than full operational assessments. Encouraging participation in future engagement efforts would materially improve S911D's ability to evaluate each center's operational posture, validate sustainability risks, support more accurate benchmarking, and tailor recommendations that advance statewide goals for consistent, resilient, and high-quality 911 service delivery.

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4.29.1 Easthampton RECC Assumptive Blueprint

Easthampton RECC declined to participate, citing a recent locally commissioned study conducted through a consulting firm that it believed addressed similar subject matter and therefore determined that participation in the S911D assessment was not necessary. As a result, MCP was unable to develop a MAPS operational blueprint for Easthampton RECC. Because full data validation and alignment are pending, no placement on the Regionalization Benchmark Roadmap (Appendix A) has been assigned at this time.

4.29.1.1 Key Insights



- Easthampton RECC serves an estimated population of 22,215.
- Based on the statewide call metrics model, the center averages approximately 5,425 calls per year, representing about 0.17% of the Commonwealth's total call volume, placing it in the lower-volume category statewide.
- As an RECC, Easthampton transfers an average of 204 calls annually, or approximately 4% of its call volume. This equates to an estimated 8,364 to 17,544 seconds (139.4 to 292.4 minutes) of response time impacted by call transfers.
- Easthampton RECC has received a total of \$1,401,873 in grant funding from S911D, equaling \$2,348,945 by the end of 2026:
 - Development: \$849,309 with an additional \$518,574 projected in 2026
 - Support and Incentive: \$250,557 with an additional \$126,491 projected in 2026
 - RECC Status: \$302,007 with an additional \$302,007 projected in 2026
- Easthampton RECC's scale suggests limited staffing flexibility and surge capacity, which are typical of lower-volume regional centers.
- The modeled budget and cost profile indicates that S911D investment represents a large share of total cost per call and per capita, consistent with smaller operations where fixed costs are spread across fewer annual calls.
- Because Easthampton RECC did not participate in the assessment, MCP was unable to confirm operational sustainability drivers—such as turnover rates, overtime reliance, QA maturity, training capacity, or facility limitations—that are often central to performance and retention challenges in small centers.

4.29.1.2 High-Level Funding and Cost Context

Easthampton RECC did not provide survey responses; therefore, the figures shown below reflect modeled, assumptive estimates.

Metric	Total
Development Grants (Cumulative through 2025)	\$849,309
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$250,557 • RECC Incentive – \$302,007	\$552,564

Metric	Total
2026 RECC Budget (Assumed)	\$570,512
2026 Development Grant	\$518,574
2026 Support and Incentive Grant - Support – \$126,491 - RECC Incentive – \$302,007	\$428,498
2026 Annual Cost Per 911 Call - RECC Contribution – \$101 - S911D Support and Incentive Grant Investment – \$76 - S911D Development Grant Investment – \$92	\$269
2026 Annual Cost Per Capita - RECC Contribution – \$26 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$23	\$68
Based on: - Average Annual 911 Call Volume: 5,650 - Estimated Served Population: 22,215	

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4.29.2 Lynn Police Department Regional PSAP Assumptive Blueprint

The Lynn Police Department (Lynn) Regional PSAP declined to participate, citing concerns about sharing confidential information and indicating that S911D already possessed certain data sets that could be accessed through it. As a result, MCP was unable to develop a MAPS operational blueprint for the Lynn Regional PSAP. Because full data validation and alignment are pending, no placement on the Regionalization Benchmark Roadmap (Appendix A) has been assigned at this time.

4.29.2.1 Key Insights



- The Lynn Regional PSAP serves an estimated population of 106,827.
- Based on statewide call statistics, the Lynn Regional PSAP averages approximately 46,736 calls per year, representing about 1.50% of the Commonwealth's total call volume, placing it among the higher-volume regional PSAPs and RECCs.
- As a regional PSAP, Lynn transfers an average of 11,442 calls annually, or approximately 24% of its call volume. This equates to an estimated 469,122 to 984,012 seconds (7,818.7 to 16,400.2 minutes) of response time impacted by call transfers.
- The Lynn Regional PSAP has received a total of \$4,748,935 in grant funding from S911D, equaling \$6,242,885 by the end of 2026.
 - Development: \$1,066,524 with an additional \$238,231 projected in 2026
 - Support and Incentive: \$2,106,927 with an additional \$702,309 projected in 2026
 - Regional Status: \$1,575,484 with an additional \$553,410 projected in 2026
- The Lynn Regional PSAP's high call volume contributes to a lower agency cost per call than smaller centers, reflecting economies of scale.
- While S911D investment remains significant, the Lynn Regional PSAP's larger population and call volume distribute costs more broadly, resulting in a comparatively lower total cost per call and per capita than smaller-volume centers.
- Because the Lynn Regional PSAP did not participate in the assessment, MCP was unable to validate operational factors that frequently influence performance in high-volume PSAPs, including staffing ratios, peak-hour queue performance, QA and training capacity, policy standardization, and technology resiliency.

4.29.2.2 High-Level Funding and Cost Context

Lynn Regional PSAP did not provide survey responses; therefore, the figures shown below reflect modeled, assumptive estimates.

Metric	Total
Development Grants (Cumulative through 2025)	\$1,066,524
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$2,106,927 • RECC Incentive – \$0	\$2,106,927

Metric	Total
2026 RECC Budget (Assumed)	\$1,061,151
2026 Development Grant	\$238,231
2026 Support and Incentive Grant - Support – \$702,309 - Regional Incentive (2) – \$553,410 - RECC Incentive – \$0	\$1,255,719
2026 Annual Cost Per 911 Call - RECC Contribution – \$21 - S911D Support and Incentive Grant Investment – \$25 - S911D Development Grant Investment – \$5	\$51
2026 Annual Cost Per Capita - RECC Contribution – \$10 - S911D Support and Incentive Grant Investment – \$12 - S911D Development Grant Investment – \$ 2	\$24
Based on: - Average Annual 911 Call Volume: 50,754 - Estimated Served Population: 106,827	

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4.29.3 North Adams RECC Assumptive Blueprint

Neither MCP nor S911D received a response from North Adams RECC to outreach requests seeking participation. As a result, MCP was unable to develop a MAPS operational blueprint for North Adams RECC. Because full data validation and alignment are pending, no placement on the Regionalization Benchmark Roadmap (Appendix A) has been assigned at this time.

4.29.3.1 Key Insights



- North Adams RECC serves an estimated population of 14,129.
- Based on statewide call metrics, North Adams RECC averages approximately 7,136 calls per year, representing about 0.23% of the Commonwealth's total call volume, placing it in the small-to-mid volume range.
- As an RECC, North Adams transfers an average of 138 calls annually, or approximately 2% of its call volume. This equates to an estimated 5,658 to 11,868 seconds (94.3 to 197.8 minutes) of response time impacted by call transfers.
- North Adams RECC has received a total of \$11,012,873 in grant funding from S911D, equaling \$11,770,722 by the end of 2026:
 - Development: \$8,802,640 with an additional \$409,420 projected in 2026
 - Support and Incentive: \$1,883,509 with an additional \$108,908 projected in 2026
 - RECC Status: \$326,724 with an additional \$239,521 projected in 2026
- North Adams RECC shows an exceptionally high S911D cumulative investment per call and per capita, which significantly elevates total cumulative cost metrics relative to peer agencies of similar size.
- Even using modeled agency budget assumptions, the data indicate that S911D's investment footprint dominates total cost, making North Adams RECC a notable outlier within the cost model.
- Because North Adams RECC did not participate in the assessment, MCP was unable to confirm which operational or strategic conditions, such as facility buildout, technology upgrades, staffing stabilization efforts, or RECC-related infrastructure costs, drove these investment levels.

4.29.3.2 High-Level Funding and Cost Context

North Adams RECC did not provide survey responses; therefore, the figures shown below reflect modeled, assumptive estimates.

Metric	Total
Development Grants (Cumulative 2018–2025)	\$8,802,640
Support and Incentive Grant (Cumulative 2023–2025) • Support – \$326,724 • RECC Incentive – \$718,563	\$1,045,287

Metric	Total
2026 RECC Budget (Assumed)	\$732,001
2026 Development Grant	\$409,420
2026 Support and Incentive Grant - Support – \$108,908 - RECC Incentive – \$239,521	\$348,429
2026 Annual Cost Per 911 Call - RECC Contribution – \$97 - S911D Support and Incentive Grant Investment – \$46 - S911D Development Grant Investment – \$54	\$197
2026 Annual Cost Per Capita - RECC Contribution – \$52 - S911D Support and Incentive Grant Investment – \$25 - S911D Development Grant Investment – \$29	\$106
Based on: - Average Annual 911 Call Volume: 7,567 - Estimated Served Population: 14,129	

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4.30 MAPS Summary

Table 2 summarizes the operational blueprint (MAPS) status for each regional PSAP and RECC included in the assessment to date. “DNP”¹⁵ indicates centers for which a blueprint score is not available due to non-participation. These scores provide a practical, data-informed view of operational performance, governance maturity, staffing sustainability, and infrastructure readiness across the Commonwealth’s regional PSAP and RECC landscape.

Importantly, MAPS scores reflect alignment with national standards, best practices, and evidence-based benchmarks—not comparative ranking among Massachusetts centers. The intent is to evaluate operational maturity and risk exposure against objective criteria rather than to position centers in competition with one another.

Collectively, the results highlight where regional models demonstrate measurable strength, where structural or resource gaps persist, and where targeted investment may yield meaningful improvement. This assessment establishes a defensible foundation for aligning future policy decisions, grant funding strategies, and technical assistance efforts with demonstrated operational need, long-term sustainability, and the Commonwealth’s broader emergency communications modernization goals.

Table 3: Preliminary RECC MAPS Scores

Regional PSAP or RECC	Operational Blueprint Score	Regional PSAP or RECC	Operational Blueprint Score
Ayer-Shirley	8.27	Northern Middlesex	7.55
Barnstable County Sheriff’s Office	7.46	Patriot	8.14
Berkshire	6.93	Regional Old Colony Communications	8.12
Central Mass	7.76	Southeastern Mass	8.97
Dalton	6.47	South Shore	7.76
Dukes County Sheriff’s Office	7.88	South Worcester County	7.51
Easthampton	DNP	Templeton	6.30
Holbrook	8.67	Upton	5.72

¹⁵ Did not participate

Regional PSAP or RECC	Operational Blueprint Score	Regional PSAP or RECC	Operational Blueprint Score
Lynn Police Department	DNP	Wachusett	7.57
Metacomet	7.79	WESTCOMM	8.43
Metro North	7.81	Westfield	7.81
Nashoba Valley	8.33	Wilbraham	7.76
New Braintree State Police ¹⁶	7.87	Winchendon	6.26
North Adams	DNP	Worcester	7.44
North Shore	8.05		

How This Relates to S911D's Regionalization Strategy – Why it Matters Now

The themes identified through this assessment demonstrate that Massachusetts' regional system has moved beyond the formative stage of consolidation. The Commonwealth now has a mature and functioning regional network; however, the next phase of regionalization requires stronger alignment between grant investment and measurable system-level outcomes.

MCP's Evidence MAP aligns closely with observed conditions across the state. Regionalization delivers the strongest statewide return when it reduces avoidable call transfers, retires parallel infrastructure, aligns staffing with workload demand, and standardizes operational practices across jurisdictions. Research—including Massachusetts-focused analysis from the Federal Reserve Bank of Boston (2013)—reinforces the economic principle that cost per call decreases when consolidation meaningfully reduces duplication and redistributes fixed costs across a broader service base.

Taken together, these findings point to a clear evolution in S911D's regionalization initiative: shifting from investments that primarily modernize individual centers toward investments that measurably improve system design, including:

- Transfer reduction and streamlined call handling
- Elimination of duplicative fixed infrastructure
- Workload-aligned staffing models
- Standardized training, QA, and operational governance
- Long-term financial and facility sustainability

¹⁶ The State Police Regional PSAPs of New Braintree, Northampton, and Shelburne Falls have been combined into one section as they are all managed by the Massachusetts State Police.

Implications for Near-Term Grant Direction

As S911D continues encouraging regionalization and strengthening statewide 911 services, grant programs can drive more consistent outcomes by pairing Development Grant priorities with clearer operational expectations and defined performance returns—particularly for projects involving expansion, new RECC development, or major modernization.

MCP's Evidence Map supports this outcome-based posture by linking transfer reduction and duplication removal to tangible benefits, including time savings, cost avoidance, resiliency, interoperability, and long-term standardization.

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5 Grant Program Recommendations

Through site visits, interviews, data analysis, and review of stakeholder feedback—including Start / Stop / Keep input and broader grant program observations—MCP identified consistent themes regarding how S911D's grant programs are experienced by regional PSAPs, RECCs, and regional partners. While the grant programs are widely viewed as essential to sustaining emergency communications, stakeholders expressed ongoing concerns regarding predictability, transparency, proportionality, and alignment between grant awards and measurable regionalization outcomes.

Across agencies of varying size and maturity, feedback reflected a shared desire for clearer expectations, more consistent decision-making, and a stronger linkage between funding and demonstrated statewide ROI. At the same time, stakeholders emphasized the importance of preserving flexibility to account for regional differences, operational realities, and evolving conditions.

Key themes emerging from stakeholder input included:

What stakeholders want S911D to start doing:

- Providing clearer guidance on how proposals are evaluated beyond basic compliance
- Tying funding decisions more explicitly to measurable outcomes such as transfer reduction, staffing resilience, and elimination of duplication
- Improving transparency regarding why some projects are funded while others are deferred or limited
- Supporting phased or partial awards without requiring applicants to bundle elective scope
- Supporting subscription-based technology modernization

What stakeholders want S911D to stop doing:

- Funding projects that meet structural or statutory definitions of regionalization but preserve parallel operations
- Incentivizing scope inflation as a strategy to compete for limited grant dollars
- Relying on informal workarounds or institutional knowledge to navigate the grant process
- Treating prior state investment as implicit justification for continued funding without demonstrated incremental return

What stakeholders want S911D to keep doing:

- Investing in regionalization as a core strategy for improving sustainability and service quality
- Supporting technology modernization, training, and resilience when aligned with validated need
- Allowing discretion to address continuity of operations risk and local circumstances
- Maintaining collaborative engagement with agencies during planning and implementation

In response to these themes, MCP developed a set of grant program improvement recommendations intended to strengthen consistency, defensibility, and alignment with evidence-based regionalization outcomes.

These recommendations are not presented as mandatory requirements or as a single implementation package, nor are they intended to be adopted simultaneously or exactly as outlined. Rather, they are designed to function as a practical decision framework—a set of tools, evaluative lenses, and policy clarifications that can be applied incrementally and adapted over time to improve how grant investments are prioritized and awarded.

Implementation Considerations and Anticipated Challenges

Implementing these recommendations will require changes in how Development Grant requests are framed, evaluated, and phased over time. MCP recognizes that the recommendations vary in complexity and administrative impact. Accordingly:

- Not all recommendations need to be implemented at once. Some elements (e.g., tiered scope formatting or enhanced award reporting) can be adopted relatively quickly, while others may benefit from piloting or phased rollout.
- Flexibility and modification are expected. Implementation approaches may evolve to align with statutory authority, staffing capacity, and existing program structures.
- Professional judgment remains central. These recommendations are intended to support—not replace—S911D’s discretion and expertise in evaluating proposals.
- Incremental improvement is the goal. Even partial adoption of these principles can improve clarity, reduce perceptions of inequity, and shift applicant behavior toward outcomes that deliver stronger statewide return.

With that context, the considerations below reflect practical implementation realities identified through stakeholder interviews, grant feedback, and S911D’s experience administering the program. They are intended to inform sequencing, communication, and calibration—not to suggest opposition or impede progress. Taken together, this framework is designed to move the grant program toward greater transparency, proportionality, and sustainability by rewarding regionalization models that reduce duplication, align scope with validated demand, and strengthen long-term public safety communications capability across the Commonwealth.

5.1 Adopt a Tiered Scope Framework for Development Grant Requests (Tiers 1/2/3)

To reduce scope inflation and make partial awards defensible, MCP recommends requiring all Development Grant requests—regardless of priority category—to be organized into three tiers. This structure distinguishes merger-critical enablement from modernization and elective expansion, allowing S911D to fund essential elements first while protecting finite grant resources.

MCP's assessment indicates that not all consolidations deliver equivalent regionalization benefits. In some cases, mergers combine two or more single-seat or single-stream PSAPs or consolidate governance while continuing to dispatch one or more primary disciplines from separate centers. While such arrangements may meet the statutory definition of a regional PSAP or RECC and support the goal of reducing the number of single-stream PSAPs, they do not necessarily produce the operational outcomes—call transfer reductions, staffing efficiencies, or elimination of duplicated workflows—that the S911D's grant programs are intended to support.

The tiered scope framework allows S911D to distinguish between legal designation and demonstrated regionalization outcomes when prioritizing grant investment. Under this approach, projects that preserve parallel intake or dispatch functions, or that introduce new transfer points because of partial consolidation, may be eligible for planning or merger-critical enablement (Tier 1), but would not automatically justify broader modernization or expansion funding (Tier 2 or Tier 3) absent measurable operational benefit.

Table 3 provides a view of a conceptual, tiered scope framework that should serve as the required format for all requests.

Table 4: Tiered Scope Framework

Tier	What It Covers	Funding Standard	Examples
Tier 1: Merger/Regionalization-Critical Enablement	Minimum scope required to implement regionalization or a reasonable expansion and maintain continuity of operations	Base eligibility – demonstrated measurable regionalization outcomes	Minimum workstations aligned with results of a staffing and workload validation assessment, existence of a capital improvement plan ¹⁷ CAD/CHE integration, interoperability, merger-critical facility modifications, baseline cybersecurity, and reporting
Tier 2: Modernization and Resilience	Enhancements that improve sustainability but are not required to execute the regionalization step	Conditional – must demonstrate measurable incremental return	Lifecycle modernization that reduces parallel contracts, QA/QI and training tied to outcomes, resilience hardening above baseline
Tier 3: Elective Expansion or Enhancement	Future-oriented scope not required for measurable outcomes	High bar – generally deferred	Facility expansion beyond validated needs, speculative growth buildout, investments that preserve duplication or concierge expectations

Implications

- Enables phased awards (Tier 1 first) and reduces incentives to bundle elective scope under regionalization labels.

¹⁷ See Recommendation: Require a Workload Validation Assessment Above a Capital Threshold

- Prevents grant decisions from rewarding proposal packaging skill rather than operational design quality.
- Creates a consistent mechanism for S911D to support partial progress without signaling endorsement of full buildout.
- Reduces pressure on reviewers to negotiate scope informally during award decisions.
- Establishes, over time, a clearer statewide definition of what constitutes “merger-critical” versus elective investment.

Clarifying Intent

- Tiering is intended to sequence modernization; separating “must-do for merger” investments from “nice-to-have” enhancements.
- Tier 1 represents eligibility for merger-critical enablement only, not a blanket endorsement of the full project vision.
- Tiers 2 and 3 remain viable over time when applicants demonstrate incremental return and proportionality to validated need.
- The structure explicitly supports partial awards, clarifying what is fundable now versus what is deferred.
- For multi-year projects, tier designations apply to the scope rather than to the applicant or project as a whole. Previously validated Tier 1 scope may retain its designation through completion, provided the underlying scope and need have not materially changed; however, Tier 1 designation does not guarantee future-year funding or exempt subsequent requests from the applicable annual prioritization and ranking process. New or materially modified scope should be tiered based on its demonstrated need and incremental benefit at the time of the request.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Applicants may view tiering as a mechanism to down-scope projects after submission, particularly when they view facilities or modernization as the primary need.	• S911D may be concerned that tiering creates grounds for complaints, particularly where applicants challenge why elements were placed in Tiers 2 or 3 rather than Tier 1.
• Regional PSAPs or RECCs may argue that tiering does not reflect local operational realities, where modernization is intertwined with continuity of operations (e.g., facility constraints, lifecycle timing).	• Tiering may be perceived as constraining S911D’s discretion, especially if applicants treat Tier 1 as entitlement rather than a threshold.

Some agencies may attempt to repackage elective expansion as Tier 1 scope, creating disputes over what qualifies as “merger critical.”	The framework may increase administrative friction, including additional negotiation over scope classifications and sequencing.
Smaller PSAPs may express concern that tiering favors applicants with greater staff capacity, enabling more detailed submittals and options analyses.	Formally distinguishing elective scope may complicate funding decisions, particularly for widely supported projects (e.g., facility upgrades), without creating perceptions of inconsistency.
Balancing Considerations	
Tiering may add complexity up front; however, it reduces downstream conflict by making partial awards transparent and defensible.	
Applicants may resist deferral of Tier 2 or 3 elements; however, this approach protects limited funds and keeps awards aligned with measurable outcomes.	
Some proposals will remain difficult to classify; however, the framework improves consistency by applying a common scope grammar across all applicants.	
Multi-year Tier 1 projects may require continuity across grant cycles to realize the intended regionalization outcome and avoid stranding prior investment; however, maintaining a Tier 1 scope designation should not create an entitlement to future funding. S911D should balance the value of completing previously funded, merger-critical scope against competing statewide priorities and available resources through the applicable annual ranking process.	

5.2 Implement a Go/No-Go Decision Gate for Development Grant Approval

MCP recommends applying a standardized Go/No-Go gate¹⁸ prior to any award to align funding decisions with validated need and measurable statewide return. The intent is not to discourage regionalization, but to confirm projects meet minimum readiness and design conditions before full funding is committed.

Go — Eligible for Full or Phased Award (all required)

- Workload validated (call, incident, radio traffic) supports staffing and sizing
- Scope disciplined in Tier 1/2/3 format
- Duplication removal plan identifies what will be retired/avoided (facilities, technology, fixed costs)
- Governance and cost-share defined and durable

¹⁸ A “gate” refers to defined decision thresholds used to determine whether a project is eligible to advance to subsequent funding, scope, or implementation phases. This approach aligns with public-sector capital and grant governance practices that use staged decision points to manage risk, confirm readiness, and tie investment to demonstrated performance and need. Sources: U.S. Government Accountability Office (GAO), *Capital Programming Guide and Standards for Internal Control in the Federal Government*

- Outcomes and reporting defined (baseline, targets, milestones)
- Operating model does not introduce avoidable call transfers, or clearly justifies any remaining transfers

No-Go — Restrict to Tier 1 Award or Defer (any trigger)

- Facility expansion or modernization dominates but is not required to implement regionalization
- Staffing or service model remains concierge- or contract-driven without workload validation
- Parallel systems or facilities remain and preserve duplication after implementation
- Governance authority or cost-share is unresolved or insufficient
- Baseline-to-target outcomes or credible reporting are missing
- Merger preserves or introduces avoidable call transfers without a defined plan to eliminate them

Implications

- Limits funding scope with blocking support, allowing Tier 1 merger-critical elements to proceed or deferring major awards until minimum conditions are met.
- Prevents funding decisions from occurring after major design commitments, reducing sunk-cost pressure.
- Enables earlier intervention by S911D, when course correction remains feasible.
- Provides a defensible pause point when proposals advance faster than demonstrated readiness.
- Reduces late-stage denials, protecting program credibility and stakeholder trust.

Clarifying Intent

- The gate functions as a proportionality tool, where No-Go indicates not ready for full funding—not permanent ineligibility.
- A No-Go outcome can still enable progress by supporting merger-critical prerequisites and clearly defining what closes the readiness gap.
- The gate evaluates readiness and operational design, not solely statutory or structural compliance.
- S911D retains discretion to allow exceptions, which should be tied to documented continuity risk and clearly articulated rationale.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
Applicants may interpret a No-Go finding as a rejection, rather than as a signal for Tier 1-only or phased support.	S911D may be concerned that labeling projects as No-Go creates political exposure, even when limited funding or phased support remains available.
Agencies may argue that early-stage or conceptual mergers cannot clear the gate, particularly if documentation thresholds are perceived as too high.	The gate may be viewed as a de facto mandate if applied too rigidly, potentially limiting discretion in edge cases.
Stakeholders may be concerned that the gate implicitly pressures changes in service expectations, such as staffing or service models, that are locally or politically difficult.	Inconsistent application across reviewers could increase credibility risk, exceeding that of the current process.
Some communities may resist any gating mechanism that slows projects framed as urgent, including those related to staffing crises or aging facilities.	The gate may increase the burden of defending denials or deferrals, requiring more formal documentation and staff time.
Balancing Considerations	
The gate may appear binary upfront; however, it establishes a clearer and more defensible path for phased awards when readiness conditions are not met.	
No-Go determinations may draw criticism; however, the alternative is funding projects without sufficient design readiness and absorbing higher failure risk.	
Applicants may experience additional upfront burden; however, documenting readiness easily reduces rework and limits funding for merger-in-name-only outcomes.	

5.3 Adopt a Scored Rubric to Improve Fairness and Reduce Perceived Inconsistency (Appendix B)

To normalize evaluation across PSAP and RECC proposals, MCP recommends adopting a scored rubric that clarifies which factors drive approval and how competing requests are prioritized. Used alongside tiering and Go/No-Go criteria, the rubric improves transparency and strengthens defensibility.

Score Interpretation (15-point scale; 0–3 each domain):

- 12–15: Full support
 - Tier 1 prioritized; Tier 2 funded where justified; Tier 3 generally deferred

- 8–11: Conditional/phased support
 - Tier 1; Tier 2 limited; Tier 3 deferred
- 0–7: Defer major funding
 - Support limited to planning prerequisites

Higher scores reflect stronger evidence of incremental statewide return, proportional scope, and implementation readiness.

Scorecard Domains (0–3 each):

1. Incremental statewide return (e.g., transfer reduction, unified call intake and dispatch, avoidance of new transfer points)¹⁹
2. Scope discipline and cost proportionality (e.g., tiered, best-value²⁰ pathway, Tier 1 dominant)
3. Workload-aligned staffing, service model, and geographic practicality
4. Technology and lifecycle consolidation (e.g., retirement of duplicate contracts or interfaces)
5. Governance, accountability, and sustainability (e.g., durable authority, cost sharing, QA/QI, reporting)

Domain	0 — Not Demonstrated	1 — Limited / Unverified	2 — Defined / Credible	3 — Quantified / Strong
1. Incremental statewide return (including transfer reduction where applicable)	No measurable improvement beyond baseline	Return pathways stated; limited measurable change	Clear return pathways with milestones	Quantified baseline to target outcomes; measurable duplication removal
2. Scope discipline and cost proportionality	Scope bundled; proportionality unclear	Tiering incomplete; costs not well-justified	Tiered scope; Tier 1/2 rationale credible	Tiered scope; best-value pathway demonstrated; Tier 1 dominant
3. Workload-aligned staffing, service model, and geographic practicality	No workload validation; legacy or concierge model persists	Workload acknowledged but not design-driving	Workload assessment completed or binding; design aligned	Workload-validated staffing, dispatch configuration, defined service scope, and

¹⁹ “Incremental statewide return” refers to the measurable improvement achieved beyond the current baseline of service delivery, including reductions in duplicated costs, avoidable call transfers, or operational risk. This framing is consistent with public-sector performance management and capital investment best practices, which emphasize marginal benefit over sunk cost or structural change alone. Sources: Government Accountability Office (GAO), *Standards for Internal Control in the Federal Government*, MCP Consolidation and Regionalization Evidence Map.

²⁰ In Massachusetts procurement regulations “Best Value” is defined as the optimal tradeoff between price and performance that provides the greatest overall benefit. <https://www.mass.gov/regulations/801-CMR-2100-procurement-of-commodities-or-services-including-human-and-social-services>

Domain	0 — Not Demonstrated	1 — Limited / Unverified	2 — Defined / Credible	3 — Quantified / Strong
				contiguous/border-adjacent footprint or documented routing maturity
4. Technology and lifecycle consolidation	Parallel systems retained	Integration planned; duplication remains	Partial consolidation with retirement plan and timeline	Unified platform strategy; measurable elimination of duplicate contracts or interfaces
5. Governance, accountability, and sustainability	Governance and cost share unresolved	Governance concept only; weak authority	Governance and cost share defined; authority credible	Durable authority, QA/QI, reporting, and financial stability fully established

To support consistent application, MCP developed an evaluation scoring sheet that operationalizes the Go/No-Go gate, tiered scope review, and 0–15 scoring rubric (Appendix B: Conceptual Regionalization Grant Decision Scoring Sheet).

Implications

- Enables apples-to-apples comparison across regions and funding cycles, reducing perceived inconsistency.
- Reduces persistent perceptions of inconsistency that can occur even when decisions are substantively sound in the absence of a shared framework.
- Creates a repeatable reference point for explaining why similarly sized or scoped requests receive different outcomes.
- Supports trend analysis across funding cycles, rather than limiting review to individual projects.
- Encourages a shift in applicant behavior over time toward evidence-based design and documentation.

Clarifying Intent

- The rubric supports consistency and transparency, but it does not replace S911D discretion or budget constraints.
- Scores reflect relative strength and readiness, not entitlement to a full award.
- The rubric is intended to reduce reliance on informal assumptions and improve structured apples-to-apples comparison.

- Calibration and documentation standards are integral to rollout, and the rubric may be refined over time.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Applicants may perceive scoring as subjective or fear it functions as a ranking system that disadvantages smaller or rural agencies.	• S911D may be concerned that rubric scores create discoverable records, increasing dispute or negative feedback.
• Agencies may focus on optimizing scores rather than design quality if scoring is not paired with clear documentation standards.	• Scoring may be viewed as constraining flexibility or politically sensitive if high-scoring projects are not funded due to budget limits.
• Some RECCs may argue scoring penalizes unavoidable constraints, such as facility limitations or legacy technology, even when consolidation remains beneficial.	• Applicants may treat scores as a funding commitment, rather than as an evaluative input (e.g., “we scored a 12, so full support is owed”).
• Applicants may challenge scores and request reconsideration, increasing friction.	• Maintaining the rubric may introduce process overhead, requiring ongoing calibration as priorities evolve.
Balancing Considerations	
• Scoring introduces additional structure, which may feel rigid; however, it reduces perceptions of arbitrariness and improves defensibility.	
• Questions may increase initially; however, clearer expectations typically improve application quality and reduce disputes over time.	
• The rubric may not capture every nuance; however, it establishes a consistent baseline while allowing justified, documented exceptions.	

5.4 Require a Workload Validation Assessment Above a Capital Threshold

For high-cost requests—particularly facility expansion or major technology investments—MCP recommends establishing a capital threshold above which workload validation and right-sizing documentation are required as a prerequisite to award. This strengthens defensibility and reduces overbuilding risk.

Recommended Threshold Approach

For requests exceeding a defined cap (e.g., \$2 million / \$5 million / \$10 million), require submission of:

- Validated call, incident, and radio traffic workload assessment

- Staffing and dispatch configuration justification aligned with standards and best practices
- Service scope definition (including concierge expectations and staffing implications that result in overbuilding and inefficiencies)
- Options analysis demonstrating the best-value pathway capable of achieving regionalization outcomes
- Facility sizing justification, including workstation counts and growth assumptions

Implications

- Prevents concierge-driven scope and limits stranded investment risk in future consolidation scenarios.
- Reduces the likelihood of stranded capital, which increases when high-cost requests proceed without workload validation.
- Establishes a neutral reference point when local service expectations diverge from regional design requirements.
- Limits irreversible capital decisions made without validated demand.
- Strengthens S911D's ability to defend approvals and denials through documented, objective criteria.

Clarifying Intent

- The threshold functions as a risk-control measure for large capital awards, not as a burden on smaller requests.
- Validation supports right-sizing and defensibility, not mandated staffing reductions.
- Phased funding can enable early validation, with subsequent funding tied to demonstrated results.
- S911D can define acceptable validation methods, including adjustments for known variability such as seasonal or event-driven factors.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Agencies may argue that validation slows urgent projects and adds cost where staffing and facility constraints already exist.	• S911D may be concerned that validation requirements create bottlenecks, particularly if support capacity is limited or data quality varies statewide.
• Some stakeholders may fear validation will be used to justify staffing cuts, rather than to improve sustainability.	• Delays in producing validation may shift blame to S911D, even when timelines are applicant-driven.

Applicants may contend that workloads are atypical, such as those affected by special events or seasonal spikes, and not captured by standard metrics.	Applicants may attempt to restructure requests to avoid thresholds, such as by splitting scope, weakening the intent of the requirement.
Communities may resist documenting service scope assumptions, including concierge expectations that drive staffing or facility sizing.	“Validated workload” may become contested when datasets from different sources do not align.
Balancing Considerations	
Validation introduces additional steps; however, it significantly reduces the risk of overbuild and stranded investment.	
Data may be imperfect; however, applying a consistent approach is preferable to relying on assumptions for multi-million-dollar awards.	
Some projects may experience delays; however, right-sizing improves sustainability and reduces future funding pressure.	

5.5 Clarify That Prior State Investment is Context, Not Justification (“Sunk Cost” Principle)

MCP recommends that grant guidance explicitly states that prior S911D investments provide context but do not determine future award amounts. Future decisions should be driven by validated need, proportionality, and incremental statewide return.

Recommended Guidance Statement (Conceptual)

Prior State 911 Department investment may be considered for context; however, it shall not be used as justification for additional funding absent a demonstrated, reasonable, and achievable pathway to measurable benefit(s). Requests for additional investment must be supported by validated need and defined incremental statewide return.

Reassessment Standard

- For follow-on funding requests, S911D should assess whether the remaining investment continues to present a reasonable and achievable pathway to the intended outcomes, independent of amounts previously invested. Reassessment should consider material changes in cost, schedule, scope, participation, governance, operational need, and anticipated benefits. Where the remaining investment no longer demonstrates a proportionate and achievable return, S911D should consider restructuring, capping, deferring, or discontinuing further funding.

Implications

- Strengthens fairness and supports the State's ability to cap or deny follow-on requests where incremental value is not demonstrated.
- Preserves S911D's negotiating position, which is weakened when prior investment is treated as justification for future funding.
- Reduces escalation pressure during follow-on requests by clearly articulating the sunk cost principle.
- Promotes equity across newer and more established regional centers, regardless of past award levels.
- Reinforces forward-looking investment discipline without diminishing the value of past commitments.

Clarifying Intent

- Prior S911D investment provides context, but does not justify incremental funding without measurable additional benefit.
- Continuity risks remain eligible for funding, but should be addressed through best-value pathways tied to clear outcomes.
- The principle is intended to prevent escalation without incremental return, not to penalize early adopters.
- The approach supports disciplined sequencing, rather than blanket denial of follow-on needs.
- The decision to continue funding should be based on the prospective value and achievability of the remaining investment, not the amount already spent.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Agencies may argue that prior S911D investment created dependencies, requiring follow-on funding to complete transitions.	• S911D may be concerned that the principle could be interpreted as criticism of prior awards, creating political sensitivity.
• Applicants may feel penalized for early participation, particularly where systems now require refresh or replacement.	• The approach may appear to limit flexibility when prior investments legitimately create continuity or lifecycle obligations.
• RECCs may claim that the principle overlooks local fiscal constraints, where reliance on S911D grants is structural.	• Pressure may arise to fund follow-on projects to avoid perceptions of abandoning earlier initiatives.

Communities may perceive the policy as a midstream change in funding expectations.	Denial of follow-on requests may increase operational risk if prior-funded systems degrade without timely replacement.
Balancing Considerations	
The principle may be unpopular among prior recipients; however, it protects equity and prevents resource drain.	
Some follow-on funding will remain necessary; however, it should be targeted to continuity needs and measurable return.	
S911D can acknowledge past investments while still making forward-looking decisions grounded in outcomes and sustainability.	

5.6 Improve Transparency by Enhancing Annual Award Reporting

MCP recommends publishing a brief annual grant award summary to reduce perceptions of inequity and improve statewide confidence in the process. The intent is not to disclose sensitive details, but to provide clarity on how priorities and evaluation criteria are applied, reducing reliance on informal “workarounds.”

At minimum, the annual summary should include:

- Total awards by agency (PSAP and RECC)
- Award categories (e.g., facility, technology, staffing, training)
- Scoring band or rubric rationale (e.g., “12–15 = full support”)
- Summary of common approval drivers and common denial or deferral triggers

Implications

- Improves application quality over time by making successful design patterns transparent.
- Reduces reliance on informal channels and speculation, which abound when award rationale has limited visibility.
- Decreases repeat submission of misaligned proposals by clarifying approval and deferral signals.
- Reinforces that outcomes—not relationships—drive decisions through public-facing summaries.
- Builds a shared understanding of statewide priorities over time.

Clarifying Intent

- Reporting is intended to describe patterns and criteria application, not to disclose sensitive details or create funding entitlements.

- The goal is to reduce perceptions of inequity by making approval drivers and deferral triggers visible at a high level.
- Reporting can be banded and categorized to protect security and confidentiality, while improving trust.
- The intent is continuous improvement, not a compliance or enforcement exercise.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Agencies may worry that reporting invites public criticism or political second-guessing of local decisions.	• S911D may be concerned that reporting increases exposure to disputes, including “why them, not us?” challenges.
• Applicants may fear being labeled as low performing based on partial context or simplified categories.	• Published summaries may be misconstrued as commitments or precedents, constraining future decisions.
• Some stakeholders may push for detail that cannot be released, such as security, vendor, or facility vulnerabilities.	• Reporting introduces workload and data quality demands, particularly to avoid misinterpretation.
• Communities may be concerned that transparency reduces flexibility during merger negotiations.	• Greater transparency may be perceived as limiting discretion, especially in politically sensitive awards.
Balancing Considerations	
• Transparency can create short-term discomfort; however, it reduces rumor-driven workarounds and improves proposal quality.	
• Questions and challenges may increase initially; however, clearer expectations typically reduce friction over time.	
• High-level reporting can protect sensitive details while still advancing trust and consistency.	

5.7 Add an Explicit Duplication Test

MCP recommends incorporating an explicit duplication test into grant evaluations that addresses not only physical and technical assets, but also operational workflows. Applicants should be required to identify which facilities, systems, contracts, or dispatch and intake functions will be retired, consolidated, or avoided as a result of the project, and to distinguish necessary redundancy from avoidable parallel investment. This approach ties awards directly to measurable statewide return and reduces duplicated capital and lifecycle costs, particularly in cases where governance is regional but parallel call-taking or dispatch functions are preserved.

Applicants should be required to document duplication reduction across both infrastructure and operations, including:

- Which facilities, systems, vendor contracts, or fixed costs will be decommissioned or avoided
- Dispatch and intake workflows that will be unified versus those that will remain separate
- Whether any retained duplication is intentional and required for continuity or resiliency (e.g., continuity or survivability requirement)
- Expected cost avoidance or lifecycle savings tied to duplication removal

Implications

- Prevents parallel infrastructure from being sustained under regionalization labels and improves long-term sustainability.
- Avoids locking in inefficiency at a larger scale, which can occur when structural consolidation proceeds without duplication removal.
- Surfaces duplication earlier in the design process, rather than after major commitments are made.
- Addresses one of the largest long-term cost drivers in regional systems—lifecycle duplication.
- Strengthens alignment between capital and operational funding decisions through a common evaluation lens.

Clarifying Intent

- The test is not anti-redundancy; it distinguishes survivable design from avoidable parallel investment.
- Applicants can phase consolidation, but they should clearly define what will be unified and when.
- The purpose is to tie funding to measurable statewide return, preventing regional labels from preserving parallel workflows.
- The test complements tiering, clarifying what qualifies as Tier 1 merger-critical scope versus what should be deferred.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Agencies may argue that duplication is necessary for resiliency and fear the test undervalues appropriate redundancy.	• S911D may be concerned that the test creates new points of conflict, particularly when redundancy versus duplication is disputed.

Applicants may resist committing to decommissioning, particularly where local political concerns exist (e.g., loss of control or perceived loss of coverage).	Applicants may make decommissioning commitments that are difficult to enforce post-award, creating accountability risk.
Some stakeholders may push back on workflow consolidation, especially where dispatch roles are historically decentralized.	The test may constrain politically attractive awards that deliver visible capital improvements without removing duplication.
Applicants may worry the test penalizes phased approaches, where consolidation is staged over time.	Operational workflow analysis may be harder to standardize than asset inventories.
Balancing Considerations	
The test may feel intrusive upfront; however, it provides the clearest mechanism for aligning funding with measurable outcomes.	
Enforcement presents challenges; however, milestones and reporting requirements can make decommissioning commitments trackable.	
Reducing lifecycle duplication improves sustainability, limiting repeat funding requests driven by parallel systems.	

5.8 Clarify Transition Award Eligibility for RECC-to-RECC Mergers

MCP recommends clarifying how the five-year Transition Award applies when an operational RECC is decommissioned and merged into another operational RECC. Current language tied to PSAP closure creates ambiguity when the decommissioned entity is an RECC and member communities may have already received transition support through earlier regionalization steps.

Policy direction should clarify that:

- Eligibility is triggered by decommissioning an operational PSAP entity including an RECC.
- Transition Awards should not be triggered for an RECC whose communities previously received them, absent documented public safety risk and continuity need.

Implications

- Protects finite Development Grant and Support and Incentive Grant resources, reduces double-dipping optics, and strengthens consistency.
- Supports consistent treatment of RECC-to-RECC mergers, aligning transition support with demonstrated service continuity needs rather than structural designation alone.
- Eliminates ambiguity around eligibility, which currently drives inconsistent expectations across mergers.

- Prevents automatic re-triggering of Transition Awards, preserving the original purpose of transition support.
- Preserves Development Grant capacity for first-time or high-risk transitions, where continuity risk is highest.
- Improves trust in the fairness of award decisions through clear, predictable criteria.

Clarifying Intent

- The objective is consistency and fairness, while preserving discretion for documented continuity risk.
- Transition support should align with decommissioning of an operational PSAP entity, coupled with measurable continuity need.
- The intent is to prevent automatic re-triggering absent a defensible risk basis.
- Exceptions should be limited, documented, and milestone-based, where applicable.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Communities may assume transition benefits restart automatically with any merger and may budget accordingly.	• S911D may anticipate political backlash from communities expecting renewed transition relief.
• RECCs may argue that transitional coverage is needed to stabilize assessments or operations during merger sequencing.	• Exceptions for continuity risk may be perceived as favoritism unless criteria are explicit and consistently applied.
• Applicants may contend that tighter eligibility discourages RECC-to-RECC mergers, even where consolidation reduces risk.	• Ambiguity in eligibility criteria can weaken defensibility and invite inconsistent decisions.
• Confusion may persist regarding the eligible unit, whether the PSAP entity or the member communities.	• Automatic payment of Transition Awards risks draining Development Grants resources, limiting S911D's ability to support higher needs elsewhere.
Balancing Considerations	
• Some mergers may receive less transition funding than expected if merger stakeholders believe the full five-year Transition Award schedule applies to an RECC-to-RECC merger; however, this approach protects finite resources and equity statewide.	
• Targeted continuity support will remain appropriate; however, it should be risk-based and proportionate.	

- Clear eligibility rules reduce disputes and improve predictability for both applicants and S911D.

5.9 Require Applicants to Present Grant Request Projects to the Review Panel

For high-cost or high-impact requests, MCP recommends requiring applicants to present proposed projects to the Review Panel prior to final award determination. This improves transparency, allows assumptions to be tested in real time, and strengthens alignment with S911D regionalization objectives before major funds are committed.

Recommended Triggers for Review Panel Presentation

- Requests above a defined capital threshold (e.g., major facility projects or platform replacement)
- RECC-to-RECC mergers or multi-center consolidations
- Projects that materially expand service scope, footprint, or staffing beyond current operations

Presentation Topics

- Workload validation and right-sizing assumptions
- Tier 1/2/3 scope breakdown and best-value pathway
- Duplication removal plan and measurable outcomes/reporting

Implications

- Improves defensibility of high-impact decisions and reduces rework driven by unclear assumptions.
- Enables early assumption testing for high-impact or high-risk projects.
- Surfaces risks not evident in written submissions through Review Panel-level discussion.
- Creates a natural checkpoint before major financial or design commitments are made.
- Supports shared accountability for large or complex awards.

Clarifying Intent

- Presentations are intended for high-impact or high-risk projects, not routine or low-risk requests.
- The objective is transparency and alignment, not the creation of an additional hurdle.
- A structured agenda or template should guide presentations, keeping the focus on key decision factors.
- Sensitive information may be handled through non-public supplements or appendices, where appropriate.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
Applicants may be concerned that presentations increase political exposure or introduce public scrutiny at an early stage.	S911D may be concerned that presentations slow the award process or create scheduling bottlenecks.
Some stakeholders may worry that presentations reward polished messaging over technical or operational quality.	The Review Panel may be perceived as making technical determinations, rather than exercising oversight, if roles are not clearly defined.
Agencies may be reluctant to discuss security, continuity, or vendor vulnerabilities in an open forum.	Inconsistent questioning across presentations could reintroduce inequity, undermining the goal of standardization.
Smaller PSAPs or RECCs may view presentations as resource-intensive, given limited staffing.	Public presentation may create precedent pressure, such as an expectation of approval following a presentation.
Balancing Considerations	
Presentations add an additional step; however, they improve defensibility and reduce downstream scope drift.	
The process may feel formal; however, high-dollar investments warrant visible and structured review.	
Standardized templates can reduce burden, while improving clarity for both applicants and S911D.	

5.10 Integrate Existing Support and Incentive Grant Compliance and Strategic Planning as Readiness Prerequisites

MCP's assessment found that S911D already considers a defined set of compliance, reporting, and operational readiness requirements as part of the Support and Incentive Grant program and appropriately reserves discretion to modify timelines where necessary. However, these requirements are not always applied consistently as a threshold condition for Development Grant award or release, which can create uncertainty regarding expectations and readiness across applicants.

To strengthen consistency and defensibility, MCP recommends formally integrating existing Support and Incentive Grant compliance requirements into the Development Grant evaluation worksheet as baseline readiness prerequisites for award release and phased funding. This approach reinforces that grant funding is intended to support agencies that are positioned to implement and sustain regionalization outcomes, rather than to compensate for fundamental compliance gaps.

At a minimum, readiness prerequisites should include documented adherence to:

- A reasonable, properly completed budget and grant application
- Annual Certification of Compliance filing requirements
- MassGIS reporting and filing requirements, including documentation of due diligence
- COOP Plan filing requirements
- Acknowledgement of alternates and required operational contacts
- Grant reporting and post-award compliance requirements

In addition, MCP recommends that PSAPs and RECCs receiving Development Grant funding be required to maintain a public safety communications-focused strategic plan appropriate to their size, maturity, and regional role. While MCP recognizes that developing and maintaining a strategic plan can be challenging—particularly for smaller agencies—such plans are essential to sustaining service quality, managing growth, and aligning local decisions with S911D regionalization objectives. The intent is not to impose a complex planning burden, but to require a documented, forward-looking framework that addresses operational priorities, staffing sustainability, technology lifecycle considerations, continuity, and regional integration.

Integrating compliance and strategic planning as readiness prerequisites would advance several objectives. It would improve statewide consistency by clearly defining minimum expectations for participation in the grant program. It would reduce implementation risk by confirming that foundational governance, reporting, and planning elements are in place before major funds are released. Finally, it would reinforce the State's role in supporting long-term, sustainable emergency communications operations rather than short-term project execution alone.

Implications

- Strengthens S911D's ability to phase funding, address gaps early, and defend funding decisions as aligned with both operational accountability and long-term regionalization goals.
- Reduces implementation risks, which increases when projects proceed without baseline readiness.
- Clarifies expectations upfront, allowing applicants to understand readiness requirements before submission.
- Supports sustainability beyond the grant period through strategic planning.
- Aligns development funding with long-term operational accountability.

Clarifying Intent

- Readiness prerequisites function as a risk screen for award release and phased funding, not as a reason to exclude high-need agencies.
- Sequencing remains available, allowing S911D to fund prerequisite closure first and release merger-critical investment when readiness is demonstrated.
- Strategic planning requirements should be scaled and practical, focusing on operational sustainability (e.g., staffing, lifecycle management, continuity, and integration).

- The objective is to reduce implementation failure risk and improve long-term return on S911D investment.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Agencies may perceive readiness prerequisites as punitive, particularly where staffing shortages limit administrative capacity.	• S911D may be concerned that prerequisites reduce flexibility, particularly for agencies that are “nearly ready.”
• Some stakeholders may view strategic planning as bureaucratic, unless requirements are clearly scoped and proportional.	• Delays tied to compliance gaps may be attributed to S911D, even when gaps are outside an agency’s immediate control.
• Applicants may argue that readiness requirements disadvantage smaller centers that need support the most.	• Enforcement may introduce additional workload, potentially requiring review depth beyond current staff capacity.
• Communities may resist formal documentation of gaps, such as COOP maturity or MassGIS compliance, where such disclosures could be politically sensitive.	• Strategic planning requirements may be difficult to standardize, increasing the risk of perceived subjectivity.
Balancing Considerations	
• Readiness expectations add structure; however, they reduce failure risk and strengthen defensibility.	
• Some agencies will require additional support; however, phased funding can turn prerequisites into a pathway rather than a barrier.	
• Standardized minimum readiness criteria reduce subjectivity, while still allowing practical flexibility.	

5.11 Consider Offering a One-Time RECC Consolidation Incentive to Facilitate Voluntary RECC-to-RECC Mergers Tied to Operational Efficiency Criteria

MCP’s assessment identified that while S911D has successfully incentivized initial regionalization through the existing Support and Incentive Grant framework, there is currently no defined mechanism designed to facilitate voluntary consolidation between two established, operational RECCs. As the statewide regional footprint matures, future consolidation opportunities are increasingly likely to occur between existing regional entities that have already exhausted their Transition Award eligibility, rather than between single-stream PSAPs and RECCs.

RECC-to-RECC mergers present distinct structural and operational dynamics. Unlike initial regionalization efforts, these mergers do not create regional capability from inception; instead, they require integration of existing governance structures, technology ecosystems, staffing models, and facility strategies that already

operate at a regional scale. While such consolidation can produce measurable statewide benefit—particularly through elimination of duplicative lifecycles, overhead rationalization, and strengthened staffing resilience—it also introduces transitional cost and organizational complexity that may discourage voluntary action absent a structured facilitation mechanism.

To address this evolving phase of regionalization, MCP recommends that S911D consider establishing a modest, one-time RECC Consolidation Incentive designed specifically to support voluntary RECC-to-RECC mergers that meet defined statewide benefit and operational efficiency criteria. The intent of such an incentive would not be to reward structural consolidation alone, but to support documented duplication removal and measurable system integration.

At a minimum, eligibility for an RECC Consolidation Incentive should require:

- Validated workload-based redesign of staffing and dispatch configuration
- Documented plan to retire parallel CAD, CHE, radio, cybersecurity, and reporting lifecycles
- Governance consolidation or durable authority capable of sustaining standardized policy, QA, and oversight
- A best-value facility strategy that avoids parallel capital reinvestment
- Baseline-to-target metrics demonstrating measurable statewide benefit consistent with evidence mapping and the regionalization benchmark roadmap

The incentive should be structured as a limited, one-time award tied to formal decommissioning of an operational RECC entity and achievement of defined integration milestones, rather than as an automatic extension of the five-year Transition Award framework.

Establishing an RECC-to-RECC consolidation incentive would advance several objectives. It would recognize that mature regional systems may require a second phase of rationalization to reduce fragmentation and eliminate parallel infrastructure. It would provide a predictable and transparent pathway for voluntary mergers without reopening or retroactively expanding transition eligibility. Finally, it would reinforce that future consolidation funding is tied to measurable system improvement rather than structural reclassification.

Implications

- Provides a structured and transparent pathway for voluntary RECC consolidation in the mature phase of regionalization.
- Avoids retroactive transition eligibility or duplication of prior incentives.
- Encourages elimination of duplicative technology, facility, and overhead lifecycles.
- Supports staffing stabilization and governance integration where scale produces measurable benefit.
- Strengthens defensibility of funding decisions by tying incentive awards to defined integration milestones.

Clarifying Intent

- The incentive is not an automatic merger bonus; it is contingent upon documented duplication removal and measurable operational redesign.
- The award should be modest and capped to protect finite Development Grant resources.
- The mechanism should not reopen prior transition eligibility for communities that have already received five-year awards.
- The objective is to facilitate best-value consolidation that strengthens long-term sustainability and statewide ROI.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Some RECCs may perceive the incentive as insufficient relative to the organizational effort required.	• S911D must guard against the incentive becoming an automatic expectation for any structural merger.
• Communities may expect expanded transition benefits in addition to the consolidation incentive.	• Clear eligibility criteria are necessary to avoid duplicative funding or double-dipping optics.
• Governance integration between host and district models may create political friction.	• Verification of duplication elimination and integration milestones may require enhanced review capacity.
• Agencies may attempt to characterize modernization or expansion as consolidation-critical.	• Scope discipline and Tier 1/Tier 2 separation must remain enforced to prevent capital creep.
Balancing Considerations	
• A modest consolidation incentive may accelerate voluntary rationalization of mature regional systems.	
• Without clear guardrails, incentives risk funding structural change without measurable benefit.	
• Defined eligibility thresholds reduce subjectivity while preserving S911D discretion.	
• Tying incentive release to integration milestones strengthens accountability and statewide return.	

5.12 Explore Differentiating Support and Incentive Grant Funding for Single-Stream PSAPs to Strengthen Regionalization Incentives

MCP's assessment indicates that the Support and Incentive Grant Program plays a critical role in sustaining baseline 911 operations statewide, particularly for agencies that have not yet regionalized. At the same time, S911D's long-term policy direction emphasizes regionalization as the most sustainable model for delivering high-quality, resilient emergency communications. As regionalization continues to expand, the scope of ongoing Support and Incentive Grant funding for fully single-stream PSAP operations warrants reassessment to align incentives with that strategic direction.

To better align incentives with desired outcomes, MCP recommends that S911D explore a phased approach to limiting Support and Incentive Grant funding for single-stream PSAPs, while preserving eligibility for expenditure expressly provided for under applicable statute, what is statutorily required, and reserving broader Support and Incentive Grant support for regional PSAPs, RECCs, and agencies actively transitioning toward regionalization. This approach would not eliminate S911D support for single-stream PSAPs but would focus funding on essential platforms required to maintain safe and reliable service delivery, while reducing long-term subsidization of fully independent operating models.

Under this approach, Support and Incentive Grant funding for single-stream PSAPs would:

- Continue to support expenditures expressly provided for under applicable statute for single-stream PSAPs
- Prioritize baseline continuity of operations and public safety risk mitigation, rather than sustaining full single-stream operating models indefinitely
- Reduce exposure to duplicated capital and lifecycle costs in areas where viable regional pathways exist

At the same time, broader Support and Incentive Grant funding and incentives would be more clearly tied to:

- Participation in a regional PSAP or RECC, or documented progress toward regionalization
- Demonstrated elimination or avoidance of duplicated systems, facilities, and fixed costs
- Regional service models that improve staffing resilience, interoperability, and statewide efficiency

This policy direction reinforces regionalization as the preferred long-term service delivery model without creating abrupt funding cliffs for single-stream PSAPs. It provides a clearer signal that future S911D investment is most strongly aligned with shared, scalable infrastructure and service models.

Any movement toward narrowing the Support and Incentive Grant funding approach for single-stream PSAPs should be phased and risk-managed with safeguards that include:

- Clear eligibility criteria and advance notice of any changes
- Exceptions for documented public safety risk, geographic isolation, or lack of feasible regional options
- Alignment with planning, technical assistance, and transition support to help agencies move toward regional participation

Further analysis and modeling would allow S911D to assess fiscal impacts, equity considerations, and implementation sequencing prior to adopting any formal changes. This recommendation is most viable as a multi-year incentive realignment, not a funding cliff, and should be structured to preserve baseline service stability while reducing long-term subsidization of duplicative single-stream operations.

Implications

- Shifts ongoing subsidies toward shared models by distinguishing baseline system continuity from full operating model support for single-stream PSAPs.
- Reduces duplicated lifecycle spend (e.g., parallel CAD, CHE, and radio ecosystems) where regional alternatives are viable, while preserving essential platforms.
- Creates a clearer incentive signal, aligning long-term operating support with measurable regionalization progress and duplication removal.
- Increases near-term transition pressure for some single-stream PSAPs, increasing the importance of clear exceptions, technical assistance, and sequencing.
- Improves award defensibility by tying broader Support and Incentive Grant participation to objective, documented conditions.

Clarifying Intent

- The intent is to preserve Support and Incentive Grant eligibility required under applicable statute and baseline system safety for single-stream PSAPs, while gradually aligning available funding discretion with S911D's regionalization strategy.
- This is not "regionalize or lose all support," but rather "preserve required baseline support while stronger incentives follow measurable progress."
- Exceptions and safeguards are core design elements, particularly where no feasible regional option exists or public safety risk is documented.
- The focus is on reducing avoidable duplication over time, not imposing uniform structure across all communities.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Single-stream PSAPs may perceive this as punitive, particularly where governance, facility or labor constraints slow regionalization.	• S911D may be concerned about service disruption risk if agencies respond to reduced support by cutting staffing or delaying operational spending.
• Agencies may argue that narrower Support and Incentive Grant funding alone does not address	• Political pushback is likely from communities viewing reductions as loss of local control or public safety risk.

dominant cost drivers, such as staffing and coverage.	
Equity concerns may arise, especially in rural, coastal, or geographically isolated communities with fewer regional options.	Defining single-stream status and applying exceptions consistently introduces administrative complexity.
Some PSAPs may fear creation of a two-tier system, increasing staffing instability before regional alternatives are operational.	Continued eligibility for certain Support and Incentive Grant expenditures may be misconstrued as an entitlement, regardless of lifecycle or procurement decisions.
Balancing Considerations	
This approach may accelerate regionalization planning, but also create short-term strain where pathways are not yet viable—phasing and exceptions are therefore essential.	
Clear statewide signals can reduce long-term duplication, but rigid application could undermine stability; implementation should prioritize risk-based sequencing.	
Limiting broader Support and Incentive Grant funding strengthens policy alignment, but should be paired with technical assistance and planning support so pathways are actionable.	
If adopted, this should be treated as a multi-year policy evolution, with checkpoints and adjustments rather than a single-cycle change.	

5.13 Consider an Outcome-Based Incentive for Demonstrated Reduction in Required CHE Positions

MCP recommends that S911D consider establishing a time-limited incentive tied to the verified reduction of CHE positions resulting from regionalization, consolidation, or operational integration. Unlike incentives based primarily on the number of participating municipalities, this approach would directly reward measurable elimination of duplicated infrastructure and operating requirements.

Under a conceptual model, an eligible regional PSAP or RECC could receive a defined annual incentive for each CHE position demonstrably eliminated or avoided as a result of consolidation, for a limited period such as three years. The incentive amount should be established by S911D based on validated position-related lifecycle costs and modeled fiscal impact.

Eligibility should require documentation that the reduction results from genuine operational integration and does not reduce necessary call-handling capacity, resiliency, or service levels. Baseline and post-consolidation workstation requirements should be supported by workload analysis and account for peak demand, redundancy, backup operations, and anticipated growth.

The incentive should reward net statewide reduction, not simply relocation of positions from one facility to another.

Implications

- Directly links incentive funding to measurable elimination or avoidance of duplicated CHE positions resulting from consolidation.
- Creates a quantifiable return associated with regionalization while reducing duplicated technology and future lifecycle costs.
- Encourages operational integration and right-sizing rather than consolidation that preserves parallel infrastructure.
- Requires workload validation so that position reductions reflect true efficiency rather than reduced operational capacity or resiliency.

Clarifying Intent

- The incentive is intended to reward verified elimination or avoidance of duplicated CHE positions resulting from consolidation, not position reductions alone.
- Position reductions should be supported by validated workload and account for peak demand, redundancy, backup operations, and anticipated growth.
- The incentive should recognize net statewide reduction rather than relocation of CHE positions from one facility to another.
- Incentive amounts and duration should be established through fiscal modeling and remain time-limited rather than becoming an ongoing operating subsidy.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Agencies may be concerned that CHE position reduction targets could be interpreted as an expectation to reduce operational capacity rather than eliminate duplication.	• S911D will need a consistent methodology for establishing baseline CHE requirements and validating positions genuinely eliminated or avoided.
• Applicants may dispute the baseline number of positions necessary before and after consolidation, particularly where positions support surge, training, backup, or future growth.	• Criteria should distinguish avoidable duplication from appropriate redundancy and confirm that reductions do not compromise workload capacity, resiliency, or continuity requirements.
• RECCs may argue that retaining some positions is necessary for resiliency even when other operational duplication is eliminated.	• Incentive amounts and duration will need to reflect reasonable statewide lifecycle savings without creating a disproportionate financial reward.

Smaller consolidations may perceive the incentive as favoring larger projects with more duplicated positions available to eliminate.	Guardrails and verification will be necessary to prevent temporary reductions, subsequent replacement requests, or duplicative reimbursement through other grant programs.
Balancing Considerations	
A position-based incentive creates a measurable connection between funding and duplication reduction; however, maximizing position reduction should not become the objective itself.	
Retaining positions may be appropriate for resiliency, surge capacity, or validated growth; therefore, workload and operational requirements should remain controlling.	
Recognizing both positions eliminated and positions demonstrably avoided may better capture statewide savings; however, avoided positions require stronger documentation.	
A time-limited incentive may encourage consolidation and offset transition costs without creating a permanent funding obligation.	

5.14 Consider a Municipal Service Consolidation Incentive

MCP recommends that S911D consider providing targeted, one-time or transitional funding to municipalities that consolidate separately operated police, fire, and/or EMS, currently operating as a regional PSAP into a single-stream PSAP operating model.

Although intra-municipal consolidation does not constitute regionalization across municipal boundaries, it can advance many of the same operational objectives, including reduction of call transfers, elimination of duplicated technology and workflows, improved interoperability, and more efficient use of staffing and infrastructure.

S911D could consider funding a defined portion of eligible consolidation costs, potentially through a state/local cost-share model, where the applicant demonstrates measurable operational integration and reduction of duplication. Eligible costs could include planning, CAD and radio integration, facility modifications, redesigning workflow, training, and other transition expenses necessary to establish the consolidated single-stream operating model.

Funding should be conditioned on demonstrated operational benefit and should not support simple co-location of otherwise separate dispatch functions. MCP suggests that S911D model a 50% State share as one potential option before establishing a final reimbursement percentage.

Implications

- Creates an incentive for municipalities to consolidate separate police, fire, EMS, or other public safety communications functions into a unified operating model.
- Reduces duplicated workflows, technology, facilities, and administrative costs while potentially reducing call transfers and improving operational coordination.

- Creates an intermediate pathway toward future regionalization where near-term multi-jurisdictional consolidation may not be feasible.
- Requires clear eligibility limits so that funding supports measurable consolidation rather than routine modernization of single-stream operations.

Clarifying Intent

- The incentive is intended to reward measurable consolidation of previously separate communications functions, not simply co-location or modernization.
- Eligibility should demonstrate meaningful reduction of duplicated functions, systems, staffing requirements, or transfer points.
- Municipal consolidation should complement—not substitute for—S911D's broader regionalization objectives.
- Funding should be limited to reasonable transition and integration costs, with any state/local cost share established through fiscal modeling.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Police, fire, EMS, or other departments may resist consolidation due to concerns regarding operational control, service levels, dispatch specialization, or loss of dedicated personnel.	• S911D will need to clearly define eligible municipal service consolidation and distinguish true operational integration from co-location or modernization that preserves separate functions.
• Labor agreements, bargaining-unit differences, civil service requirements, or compensation structures may complicate integration.	• Funding criteria should identify the specific duplication being eliminated and require measurable operational or financial benefit.
• Municipalities may view a partial state cost share as insufficient where consolidation requires significant facility, technology, or personnel transition costs.	• Clear eligible-cost parameters and funding caps will be needed to prevent routine lifecycle replacement or elective facility expansion from being packaged as consolidation.
• Communities that previously consolidated may perceive a new incentive as inequitable if other municipalities receive funding for similar changes.	• Coordination with existing grant programs and milestone-based verification may be necessary to avoid duplicative reimbursement and confirm that promised integration occurs.
Balancing Considerations	
• Municipal consolidation can produce meaningful efficiencies without reducing the number of PSAPs statewide; however, it may create a stronger foundation for future regionalization.	

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| <ul style="list-style-type: none"> • A state cost share may overcome local barriers; however, funding should remain proportionate to demonstrated consolidation benefits. |
| <ul style="list-style-type: none"> • Some modernization may be necessary to enable consolidation; however, eligibility should remain limited to investments directly necessary to implement the integrated operating model. |
| <ul style="list-style-type: none"> • Narrow eligibility may result in fewer qualifying projects; however, clear boundaries protect against creating a general modernization funding pathway for single-stream PSAPs. |

5.15 Explore Workload-Equivalent Incentive Eligibility for High-Volume Single-Stream PSAPs

MCP's assessment found that there is an opportunity for the S911D to consider whether the Incentive Grant framework should recognize exceptionally high-volume single-stream PSAPs whose statewide service demand is operationally comparable to that of multi-community regional PSAPs or RECCs.

The current Incentive Grant structure primarily differentiates regional entities based on entity type and the number of municipalities served. While municipality count provides a straightforward measure of regional participation, it does not fully account for differences in workload and statewide system utilization among PSAPs.

Under a conceptual workload-equivalency model, a single-stream PSAP managing a defined threshold of statewide 911 call volume could qualify for a modified incentive calculation without being reclassified as a regional PSAP or RECC. The incentive could be benchmarked to the number or scale of regional PSAPs that collectively manage a comparable share of statewide 911 call volume.

Any such approach should preserve a meaningful distinction between workload-based support and regionalization incentives. High call volume alone does not produce the duplication reduction, shared governance, transfer reduction, or cross-jurisdictional efficiencies associated with regionalization. Accordingly, workload-equivalent funding should not automatically provide all benefits available to regional PSAPs or RECCs.

Implications

- Recognizes that exceptionally high-volume single-stream PSAPs may carry statewide 911 workload comparable to multiple smaller regional entities.
- Introduces workload and statewide system utilization as additional considerations beyond municipality count when determining incentive funding.
- Creates a more equitable mechanism for recognizing scale without requiring reclassification of a single-stream PSAP as a regional entity.
- Could reduce the financial distinction between single-stream and regional operations if eligibility thresholds and incentive levels are not carefully structured.

Clarifying Intent

- Workload-equivalent eligibility is intended to recognize exceptional statewide service demand, not redefine a single-stream PSAP as a regional PSAP or RECC.
- Eligibility should be limited to PSAPs exceeding a clearly defined and sustained share of statewide 911 call volume.
- Any incentive should recognize workload scale without providing the full financial benefits associated with demonstrated regionalization.
- The approach should complement—not diminish—S911D’s broader incentives for consolidation and regional participation.

Implementation Considerations and Anticipated Challenges	
Stakeholder Considerations	S911D Considerations
• Regional PSAPs and RECCs may view workload-equivalent incentives as providing regionalization benefits to agencies that have not undertaken the governance and operational changes required to regionalize.	• S911D will need to establish a defensible threshold for what constitutes exceptional statewide workload and determine whether call volume alone or additional workload measures should apply.
• Other single-stream PSAPs may challenge the call-volume threshold or seek consideration of population, incident volume, seasonal demand, or other workload measures.	• The incentive methodology will need to account for year-to-year call-volume fluctuations and avoid eligibility changing solely because an agency moves slightly above or below a threshold.
• High-volume PSAPs may argue that 911 call volume alone understates their operational complexity, particularly where substantial non-emergency and dispatch workloads exist.	• Funding levels should recognize scale while maintaining a meaningful financial distinction between workload-equivalent single-stream PSAPs and entities producing measurable regionalization benefits.
• Communities may perceive changes in eligibility as creating preferential treatment for large urban PSAPs at the expense of smaller or rural agencies.	• S911D should confirm that any modified eligibility or funding methodology aligns with applicable statutory authority and existing grant program requirements.
Balancing Considerations	
• Municipality count is a straightforward measure of regionalization; however, it may not fully reflect the relative statewide workload managed by exceptionally large single-stream PSAPs.	
• Workload equivalency may improve funding proportionality; however, it should not place high call volume on equal footing with measurable consolidation and duplication removal.	

- A defined threshold improves predictability; however, limited discretion may be necessary to address unusual workload patterns or significant year-to-year variation.
- Recognizing exceptional scale can address an identified funding disparity while preserving regionalization as S911D's preferred long-term service model.

5.16 Recommendations Summary

Adopting a tiered scope framework, a Go/No-Go gate, a scored rubric, and explicit policy clarifications would provide S911D with a consistent method to:

- Improve transparency and reduce perceptions of inconsistent awards
- Prevent scope inflation and avoid funding elective expansion under regionalization labels
- Promote statewide comparability across proposals
- Align Development Grant investment with measurable, evidence-based regionalization outcomes
- Protect finite grant resources for high-need statewide priorities

Recommendations	Anticipated Outcomes
Adopt a tiered scope framework for Development Grant requests (Tiers 1/2/3) that complements, not replaces, S911D's existing priorities	• Prioritizes merger-critical investments first, enabling partial or phased awards without ambiguity • Prevents scope inflation by clearly separating required regionalization enablement from elective expansion • Minimizes the risk of stranded investments • Mitigates concierge services in favor of operational configurations that create efficiencies • Supports sustainable statewide regionalization by directing grant investments toward scalable, efficient PSAP and RECC configurations that demonstrate long-term operational benefit • Improves consistency in grant evaluation by providing a standardized, tiered format for all Development Grant requests, reducing subjectivity and variability in award decisions

Recommendations	Anticipated Outcomes
Implement a Go/No-Go decision gate for Development Grant approval	• Reduces perceived inconsistency • Makes decisions defensible and comparable across applicants • Promotes funding decisions that are proportional to validated need and workload • Creates a clear, defensible basis to limit, phase, or defer awards when minimum conditions are not met
Adopt a scored rubric to improve fairness and reduce perceived inconsistency	• Improves transparency • Clarifies which factors drive approval and how competing requests are prioritized • Aligns evidence-based regionalization outcomes with measurable statewide return • Enables consistent, apples-to-apples comparison of proposals across regions and funding cycles
Require a workload validation assessment above a capital threshold	• Prevents overbuilding and concierge-driven staffing and service expectations²¹ • Ties facility and staffing requests to validated workload • Prevents overbuilding by tying facility, staffing, and technology scope to documented service demand • Strengthens defensibility of high-cost awards by grounding decisions in objective, comparable analysis
Clarify that prior S911D investment is context, not justification (“sunk cost” principle)	• Mitigates escalation of prior investments • Supports fairness • Strengthens S911D’s ability to continue, restructure, cap, defer, or discontinue follow-on funding based on the prospective value of the remaining investment

²¹ “Concierge service expectations” refers to service levels or dispatch configurations that exceed baseline public safety communications functions and materially drive staffing or operational complexity beyond what validated workload requires. APCO and NENA guidance emphasize aligning service scope and staffing models to demonstrated demand to reduce operational risk. Sources: APCO International, Project 33; NENA, Staffing and Workforce Management standards

Recommendations	Anticipated Outcomes
	• Establishes a forward-looking basis to continue, restructure, defer, or discontinue funding when project conditions or expected outcomes materially change • Reduces pressure to fund follow-on projects solely to justify past investments, supporting disciplined, forward-looking decision-making
Improve transparency by enhancing current annual award reporting	• Reduces perceptions of inequity • Builds confidence • Discourages informal “workarounds” • Improves application quality over time by clarifying what successful projects have in common
Add an explicit duplication test	• Ties awards to measurable statewide return • Reduces duplicated capital and lifecycle costs • Prevents preservation of parallel systems under regionalization labels • Improves long-term sustainability and future consolidation flexibility • Promotes grant funding that prioritizes operational integration and transfer reduction, not structural designation alone
Clarify Transition Award eligibility for RECC-to-RECC mergers	• Resolves PSAP versus community ambiguity • Mitigates unintended re-triggering of five-year transition benefits for communities that already received them • Reduces double-dipping optics • Improves fairness optics and consistency of Support and Incentive Grant decisions while preserving discretion for continuity of operations risk
Require applicants to present grant request projects to the Review Panel	• Improves transparency and clarity for high-impact funding decisions • Strengthens alignment between project scope and S911D regionalization objectives

Recommendations	Anticipated Outcomes
	• Allows early identification of risk, scope inflation, or misalignment • Increases defensibility of awards through visible, criteria-based review
Integrate existing Support and Incentive Grant compliance and strategic planning as readiness prerequisites	• Establishes clear, consistent baseline readiness expectations for grant funding • Reduces implementation risk by confirming core compliance and continuity requirements are in place • Encourages forward-looking, public safety-focused planning to support sustainability and growth • Strengthens defensibility of awards and supports phased funding tied to readiness • Addresses short-term transition needs while preserving long-term operational and cost efficiencies
Consider offering a one-time RECC Consolidation incentive to facilitate voluntary RECC-to-RECC mergers tied to operational criteria	• Drives further organic regionalization • Reduces redundant administrative and governance costs • Improves call-handling consistency and service standardization • Expands operational depth and surge capacity • Stronger financial sustainability across merged entities • Reduces inter-RECC transfers and associated call delays • More scalable technology and capital investment planning • Opportunity to establish clear, measurable regional performance benchmarks
Explore differentiating Support and Incentive Grant funding for single-stream PSAPs to strengthen regionalization incentives	• Aligns Support and Incentive Grant funding with long-term regionalization goals while preserving statutorily required eligibility and baseline service stability for single-stream PSAPs

Recommendations	Anticipated Outcomes
	• Reduces long-term subsidization where viable regional pathways exist • Creates clearer financial incentives for regional participation or transition planning without introducing abrupt funding cliffs • Improves consistency and defensibility of Support and Incentive Grant funding decisions by distinguishing baseline support from broader regionalization incentives
Consider an outcome-based incentive for demonstrated reduction in required CHE positions	• Directly ties incentive funding to measurable elimination or avoidance of duplicated infrastructure • Reduces statewide CHE and associated technology lifecycle costs • Encourages right-sized operational configurations based on validated workload • Rewards measurable consolidation outcomes rather than structural regionalization alone • Strengthens statewide ROI by converting demonstrated efficiencies into time-limited incentives
Consider a municipal service consolidation incentive	• Encourages consolidation of separate police, fire, and/or EMS within municipalities • Reduces duplicated workflows, systems, staffing requirements, and transfer points • Improves operational coordination and interoperability across public safety disciplines • Creates an intermediate pathway toward future regionalization where multi-jurisdictional consolidation is not immediately feasible • Leverages targeted State investment to overcome local transition barriers while requiring measurable consolidation benefit

Recommendations	Anticipated Outcomes
Explore workload-equivalent incentive eligibility for high-volume single-stream PSAPs	• Recognizes exceptionally high statewide 911 workload not fully reflected by municipality-based funding measures • Improves funding proportionality by incorporating workload and statewide system utilization • Provides a mechanism to recognize operational scale without reclassifying single-stream PSAPs as regional entities • Preserves a meaningful distinction between workload-based support and incentives earned through regionalization • Supports a more equitable statewide funding framework while maintaining regionalization as the preferred long-term model

Taken together, the tiered scope framework, Go/No-Go gate, and scored rubric provide S911D with a practical decision structure that improves consistency without limiting flexibility. This approach strengthens fairness by making approval drivers transparent, reduces incentives for scope inflation, and aligns Development Grant investments with measurable regionalization outcomes such as duplication removal, workload-aligned staffing, and durable governance. It also protects finite statewide grant capacity by prioritizing merger-critical enablement, deferring elective expansion unless incremental return is demonstrated, and clarifying high-impact policy gaps such as RECC-to-RECC transition eligibility. Over time, adoption of these decision standards would improve statewide confidence in the grant process and strengthen S911D's ability to defend grant awards as performance-driven investments.

6 Conceptual RECC and Potential Mergers of Existing Regional Centers

This section presents conceptual blueprints for three planned regional consolidations currently in development but are not yet operational, as well as proposed mergers between existing RECCs. These blueprints, and the subsequent recommendations, reflect the practical application of the grant program framework outlined in Section 5, Grant Program Recommendations.

Conceptual RECCs

Because these centers have not begun live operations, the analysis necessarily differs from the operational RECC profiles elsewhere in this report. The conceptual blueprints are grounded in:

1. Current call demand, staffing indicators, and cost assumptions reflected in the project's data compilation worksheets; and
2. Evidence-based regionalization outcomes documented in MCP's consolidation mapping framework—particularly those most frequently associated with successful regionalization, including reduced call

transfers, stronger staffing coverage and resiliency, and cost/capability gains achieved through removal of duplicated fixed costs.

To support consistent comparison across concepts—and to avoid overstating savings before governance and operational decisions are finalized—each blueprint separates funding and “return” into three practical categories:

1. Call-handling platform versus local center buildout

Where statewide core call-handling services are delivered through a vendor-managed model and Development Grants support local infrastructure, facilities, technology, and personnel expansion, these cost components are evaluated separately. This distinction supports apples-to-apples comparison across concepts and prevents platform-level investments from being characterized as local operating savings.

2. Operating cost-share structure

Because these RECCs are conceptual, the cost-sharing mechanism should be clearly articulated early in the planning process. The cost-share model (e.g., hosted versus district model; assessment-based or not) is a strong predictor of long-term stability, partner confidence, and the ability to sustain the regional model after initial implementation.

RECC funding typically derives from two primary sources: grants and municipal assessments. In most models, assessments serve as the cost-share mechanism, generally calculated using a blend of population and call volume. Participating communities absorb operating and overhead costs not covered by grants through this mechanism.

A recurring implementation challenge is timing: when unplanned or newly incurred costs arise after municipal budget cycles are set, RECCs may have limited ability to recover those costs mid-year without a defined adjustment process.

3. What S911D “counts” as return

A conceptual RECC should be evaluated against a focused set of measurable criteria that demonstrate meaningful system improvement, rather than a merger in name only²². The following measures provide a practical statewide framework:

- **Transfer reduction**, including the policy and technology design used to achieve it (e.g., regional single intake, CAD-to-CAD or shared CAD workflows where applicable). Not every transfer is avoidable; however, transfer volume provides a clear baseline for measurable improvement when a regional operating model supports end-to-end intake. Research cited in the consolidation mapping framework identified a median transfer duration of **41 seconds**, with **upper-end durations approaching 86 seconds**—meaning a transferred call can add nearly 90 seconds to the response workflow.

²² “Merger in name only” is used analytically to describe consolidation models that meet legal or governance definitions of regionalization but do not materially integrate call intake, dispatch workflows, staffing models, or technology lifecycles. This distinction is supported by NENA and APCO guidance emphasizing end-to-end operational integration, and by MCP’s regionalization evidence mapping, which shows that measurable benefits occur only when operational duplication is removed. Sources: NENA, *Call Handling and Dispatch Best Practices*; APCO International, *Public Safety Communications Staffing and Resource Adequacy*; MCP Consolidation and Regionalization Evidence Map.

- **Benchmark progression**, measured by advancement along the regionalization roadmap (Appendix A), rather than simply combining two or more PSAPs.
- **Scale thresholds**, including population served, number of municipalities, and share of statewide call volume managed by the merged entity.
- **Staffing model outcomes**, including positions avoided or eliminated only where the change reflects true duplication removal and a sustainable staffing model—not understaffing, reduced coverage, or chronic short staffing.
- **Technology duplication avoided**, including position-related equipment and recurring platform costs. Based on S911D’s 2025 budget inputs for map data and NG911 (recurring and non-recurring), position-related technology costs total approximately \$45,823.43 per position, with anticipated increases in 2026 and 2027 associated with implementation of a CHE upgrade.
- **Facility strategy**, including whether the model leverages an existing hardened facility or requires renovation/new construction, and whether the planned environment supports adequate workstation capacity, redundancy, and future growth.

Because these RECCs remain in planning, the blueprints rely on current call demand, observed transfer patterns, and cost assumptions from the compiled worksheets, paired with evidence-based regionalization outcomes such as transfer reduction, staffing resilience, and cost/capability gains. Where details typically informed by interviews—such as governance structure, SOP alignment, staffing design, facility planning, and technology integration—are not yet finalized, the narrative is framed as an implementation “decision set” for partners and S911D to resolve as the concept matures.

Proposed Mergers of Existing RECCs

These two sections evaluate a distinct class of regionalization scenario: the proposed consolidation of two established RECCs that are already operational and have received substantial prior S911D investment.

Unlike conceptual RECCs that have not yet begun live operations, these scenarios involve additional Development Grant requests often centered on facility renovation, technology expansion, and workforce adjustments. In these cases, S911D’s decision is driven less by whether regionalization is beneficial in principle and more by whether incremental investment produces measurable system improvement relative to the current state.

Because the participating RECCs are already functioning regional entities, the evaluation framework emphasizes:

- **Incremental operational and performance benefits** attributable to consolidation (e.g., transfer reduction, elimination of duplicative fixed costs, improved resiliency and standardization).
- **Scope discipline**, including clear separation between merger-critical requirements and elective facility modernization or service expansion beyond what is necessary to execute the merger.
- **Alignment of staffing and service levels with validated workload**, including whether call, incident, and radio workload support the proposed staffing model and whether enhanced service levels are proportionate to the merged footprint.

To support consistent review—and to protect finite Development Grant resources—this section applies an evidence-based assessment framework grounded in MCP’s consolidation mapping framework, core standards, and best practices. The analysis distinguishes between:

- Scope required to execute the merger
- Optional enhancements beyond merger requirements
- Measurable outcomes necessary to justify additional S911D investment

Prior S911D investment provides important context; however, it should not, in itself, justify additional funding absent a clear pathway to measurable statewide value—particularly where opportunity costs are significant.

Because these requests build upon substantial prior investment, the assessment focuses on incremental return relative to the current state and the best-value pathway to achieve merger-related outcomes. Prior investments are treated as sunk costs: they provide context but do not determine whether additional funding is warranted. This approach supports consistent statewide comparison and helps assure that finite resources are directed toward proposals that deliver measurable system improvement.

Statewide Decision Architecture for Regional Consolidation Glide Path

To promote consistency, defensibility, and disciplined stewardship of finite Development Grant resources, MCP recommends that S911D evaluate all proposed regional consolidations and RECC-to-RECC merger proposals using a standardized, phased glide path framework.

While each consolidation scenario presents unique operational, geographic, and governance considerations, S911D’s decision logic should remain consistent: foundational readiness must precede capital commitment; merger implementation funding should be limited to what is necessary to eliminate duplication and prevent operational disruption; and any additional modernization or expansion should be contingent upon demonstrated, measurable statewide benefit.

Applying a uniform glide path structure across consolidation scenarios strengthens transparency, reduces subjectivity, and protects against the risk of sunk-cost escalation. It reinforces that Development Grant participation is tied to validated workload analysis, documented duplication elimination, and long-term sustainability—not structural consolidation alone.

The phased framework that follows establishes a consistent decision architecture to guide S911D support across consolidation concepts evaluated in this report.

6.1 Barnstable RECC—Conceptual Blueprint

The Town of Barnstable RECC is a conceptual RECC covering a contiguous Cape Cod footprint combining Barnstable, Sandwich, and Yarmouth into a single regional operation with a target go-live in late 2026. The concept is intended to shift three separate operations toward a RECC model that can reduce duplicated functions and improve service consistency across the participating communities. At this stage, the “return” is driven less by the act of merging and more by whether the resulting operation reduces avoidable transfers and duplication through unified call intake, integrated technology, and common policy.

Across the three communities, demand totals approximately 46,283 911 calls per year (2022–2024 average), representing about ~1.48% of statewide 911 volume when combined. The combined service population is approximately 139,990.

6.1.1 Standalone Versus Merged Planning Comparison

Because this RECC is conceptual, merged state costs are best expressed as a range of reasonable operating efficiency rather than a single “savings” figure. Consolidation or regionalization is most consistently linked to reductions in redundant work and duplicated infrastructure; documented ranges include 10% to 25% operational savings and 20% to 40% capital duplication avoidance²³ when duplication is actually removed.

The planning baseline below reflects the modeled operating budgets reported or estimated for the three PSAPs, excluding FY2026 Support and Incentive Grant funding. The higher \$3.887 million cost snapshot presented in the current state baseline reflects an “all-in” FY2026 view, assuming no operational changes and including budgeted Support and Incentive Grant funding.

The modeled annual operating cost for the current standalone configuration is approximately \$3.40 million (based on budget assumptions for Sandwich and Yarmouth and a peer-based estimate for Barnstable). For planning purposes, applying a conservative 5% to 15% operating efficiency range yields the following:

Table 5: Modeled Operating Costs – Conceptual RECC

Metric	Current Standalone (3 PSAPs Combined)	Conceptual RECC (Planning Ranges)
Annual 911 calls (3-yr avg)	46,283	46,283
Population served (approx.)	139,990	139,990
Modeled annual operating cost	\$3.4 million	\$2.89 million (15% efficiency) to \$3.23 million (5% efficiency)
Cost per call	\$73.46	\$62.44 (15%) to \$69.79 (5%)
Cost per capita	\$24.29	\$20.65 (15%) to \$23.07 (5%)
Cost for 911 positions	\$412,410.90	\$274,940.60 (33% from nine to six)
Call transfers	9,003	4,502 (estimated 50% reduction)
Call transfer time	369,123 seconds (6,152 minutes) – 774,258 seconds (12,904 minutes)	184,561.5 seconds (3,076 minutes) – 387,129 seconds (6,452 minutes)

6.1.2 Overall Applied Conclusion and Net Result

Applied against MCP’s evaluation framework, the Barnstable Conceptual RECC represents a conditional regionalization opportunity, but not automatic justification for broad S911D investment. S911D’s baseline in this case is three independent PSAP operations serving a contiguous Cape Cod footprint. The concept produces

²³ South Dakota 911 Coordination Board & 911 Authority. PSAP Efficiency Study (Jan 2025).

<https://boardsandcommissions.sd.gov/bcuploads/SD%20PSAP%20Efficiency%20Study%20Report%20Final%20%2801-28-25%29.pdf>

meaningful statewide return only if it functions as a true end-to-end regional call intake and dispatch system that measurably reduces transfers, eliminates duplicated systems, and consolidates parallel staffing and technology structures.

The strongest business case is operational rather than structural. Current conditions reflect parallel staffing pools, separate technology environments, and transfer-heavy workflows. If unified call intake, integrated technology, and common governance eliminate those duplications, the model can reasonably generate improved staffing resilience, lower cost per call, and measurable capital duplication avoidance. These outcomes, however, depend entirely on disciplined design and verified workload-based configuration.

Because this RECC remains conceptual, projected efficiencies are contingent on full operational integration. Partial consolidation—such as preserving split call intake, maintaining separate dispatch workflows, or advancing independent facility strategies—would materially reduce expected statewide benefit.

This scenario must also be evaluated within the broader Cape Cod context, including the BCSO Regional PSAP facility planning. Given the overlapping service geography, establishing another standalone RECC in close proximity would not represent an efficient use of S911D resources. Parallel regional entities on Cape Cod risk duplicative facilities, staffing pools, CAD/CHE ecosystems, cybersecurity lifecycles, and long-term capital exposure.

From a sunk-cost perspective, cumulative S911D investment associated with Barnstable, Sandwich, and Yarmouth totals approximately \$2.21 million, exclusive of ongoing Support and Incentive Grant funding. While modest relative to mature RECCs, prior investment provides context only. Additional Development Grant participation is justified solely to the extent that it produces measurable incremental statewide benefit. Funding that results in parallel regional infrastructure would compound investment without proportional duplication elimination.

Accordingly, S911D's posture should remain conditional and forward-looking:

- Support merger-critical formation steps required to unify call intake and dispatch.
- Condition capital or facility participation on validated combined workload analysis and right-sized workstation design.
- Avoid supporting establishment of a standalone regional endpoint in close proximity to the BCSO Regional PSAP absent a defined pathway toward unified regional operations.
- Prioritize long-term alignment toward a single, scaled Cape Cod regional model—whether through full consolidation or structured co-location that eliminates duplicative infrastructure and lifecycles.

The stronger statewide pathway is a unified Cape Cod regional system that aligns facility strategy, technology lifecycle, governance, and call intake into a scalable model rather than sustaining parallel regional buildouts.

In practical terms, this concept should be treated as an interim, Tier 1—anchored consolidation step that intentionally aligns with a broader Cape Cod end state. Advancement should occur only through a phased glide path requiring validated workload-based design, documented retirement of parallel systems, and facility planning that moves the region toward consolidation—not fragmentation. Absent that alignment, full Development Grant participation would not be justified relative to other statewide priorities that offer clearer duplication elimination and sustainable return.

6.1.3 Glide Path

If S911D elects to consider Development Grant participation for the Barnstable Conceptual RECC, support should be structured in phased steps tied to defined decision gates. Because this concept exists within a geography where other regional facility planning is underway, disciplined sequencing is essential to prevent parallel infrastructure development and sunk-cost escalation.

A phased glide path reduces risk, reinforces scope discipline, and protects finite Development Grant resources.

Phase 1 – Decision Foundation (Pre-Funding Requirements)

Before any major capital commitment, stakeholders should establish a documented operational and governance foundation. Required deliverables should include:

- Validated combined workload assessment (call volume, incident volume, and radio traffic)
- Clearly defined unified operating model with end-to-end call intake and dispatch
- Documented plan identifying which systems, workflows, and administrative functions will be retired
- Finalized governance and cost-share agreements
- Facility options analysis demonstrating alignment with—avoidance of duplication relative to—BCSO planning

No substantial capital funding should be released until these elements are complete.

Phase 2 – Consolidation Implementation (Merger-Critical Scope Only)

Initial funding, if approved, should be limited to what is necessary to implement unified call intake and dispatch and prevent operational disruption. This may include:

- Technology integration and lifecycle alignment
- Continuity of operations and survivability requirements
- Minimum workstation or facility modifications required to support validated workload

Facility expansion beyond what is necessary to execute the unified operating model should not proceed at this stage.

Phase 3 – Conditional Investment (Only if Justified by Measurable Benefit)

Additional modernization or facility investment should be considered only if stakeholders demonstrate:

- Quantifiable incremental statewide benefit
- Verified elimination of parallel infrastructure and workflows
- Evidence that operational efficiencies cannot be achieved within existing regional capacity

Expansion or parallel facility development in close proximity to the BCSO Regional PSAP should not be supported absent a defined pathway toward long-term consolidation or structured co-location.

Phase 4 – Performance Stabilization and Accountability

Post-implementation reporting should verify:

- Sustained reduction in avoidable call transfers
- Elimination of duplicated systems and administrative structures
- Alignment of staffing and dispatch configuration with validated workload
- Demonstrated reduction in long-term capital and lifecycle exposure

Baseline-to-target metrics established in Phase 1 should be used to measure actual performance outcomes.

State Decision Bottom Line

The Barnstable Conceptual RECC may represent a practical step toward a stronger Cape Cod regional model, but only if it is intentionally structured as part of a broader consolidation trajectory—not as the creation of another standalone regional endpoint.

S911D's strongest posture is to condition any development support on unified call intake, documented duplication elimination, and alignment with a single long-term Cape Cod regional strategy. The long-term objective should be a consolidated or co-located regional model that avoids parallel infrastructure—not multiple independent regional ecosystems in close proximity.

Taken together, the decision gates and phased approach protect S911D from duplicative capital exposure while preserving a disciplined pathway toward a unified, sustainable Cape Cod emergency communications system.

6.2 Metacomet and Southeastern Mass—Proposed RECC-to-RECC Merger

This scenario evaluates the consolidation of two established, operational RECCs—MECC and SEMRECC—in the context of a Development Grant request. Because both centers already deliver regional services, S911D's baseline is not the creation of regional capability, but whether a merger produces incremental statewide return beyond what the Commonwealth already receives. The current-state baseline therefore reflects two mature regional centers operating independently prior to any additional investment.

MECC is an operational district RECC established in 2017 through special legislation, operating from a purpose-built facility in Norfolk. MECC serves six municipalities with a combined population of approximately 76,131 and receives an average of 20,854 annual 911 calls—representing approximately 0.62% of statewide call volume. The center provides comprehensive emergency and non-emergency call handling and dispatch for all member communities. However, MECC has not achieved full authorized staffing since commencing operations. This persistent staffing shortfall has required shift modifications and results in overnight fire dispatch operations being managed by a single dispatcher responsible for multiple primary fire channels. MECC's reported FY2025 budget is approximately \$4.64 million. Its near-term sustainability strategy centers on a proposed merger with SEMRECC to strengthen staffing resilience and avoid duplicative capital reinvestment as existing infrastructure approaches lifecycle renewal.

SEMRECC operates from a standalone, hardened facility designed to support scalable regional operations. Its member communities have a combined population of approximately 88,000, and the center processes an average of 28,445 annual 911 calls—representing approximately 0.85% of statewide call volume. SEMRECC provides comprehensive emergency and non-emergency call handling and dispatch services and has made sustained investments in modern radio infrastructure, layered network redundancy, cybersecurity

enhancements, and next-generation CAD. The center operates with an annual budget of approximately \$4.72 million.

Importantly, SEMRECC's facility includes contiguous space that was not fully built out during initial operationalization, positioning the center to absorb additional workload without constructing a new standalone facility. The scope, sequencing, and scale of any buildout carry direct implications for capital efficiency and statewide ROI in the context of a potential merger with MECC.

MECC	Total	SEMRECC	Total
Historical			
Development Grants (2018–2025)	\$15,926,097	Development Grants (2018–2025)	\$23,634,485
Support and Incentive Grants (2023–2025) - Support – \$1,312,074 - RECC Incentive – \$3,050,076	\$4,462,150	Support and Incentive Grants (2023–2025) - Support – \$1,611,636 - RECC Incentive – \$3,704,427	\$5,316,063
Current (2026)			
RECC Budget (Reported)	\$4,635,391	RECC Budget (Reported)	\$4,720,521
Development Grant	\$75,557	Development Grant	\$0
Support and Incentive Grant - Support – \$437,358 - RECC Incentive – \$1,016,692	\$1,454,050	Support and Incentive Grant - Support – \$537,212 - RECC Incentive – \$1,248,063	\$1,785,275
Annual Cost Per 911 Call - RECC Contribution – \$222 - S911D Support and Incentive Grant Investment – \$70 - S911D Development Grant Investment – \$4	\$296	Annual Cost Per 911 Call - RECC Contribution – \$166 - S911D Support and Incentive Grant Investment – \$63 - S911D Development Grant Investment – \$0	\$229
Annual Cost Per Capita - RECC Contribution – \$61 - S911D Support and Incentive Grant Investment – \$19 - S911D Development Grant Investment – \$1	\$81	Annual Cost Per Capita - RECC Contribution – \$54 - S911D Support and Incentive Grant Investment – \$20 - S911D Development Grant Investment – \$0	\$74

6.2.1 Standalone Versus Merged Planning Comparison

Because this is an RECC-to-RECC merger concept, potential return is directional and depends on whether duplication is removed and whether staffing, workflow, technology, and facility strategies are redesigned—not simply aggregated across two mature operations.

Table 6: MECC and SEMRECC Merger

Metric	Current State (Two Operational RECCs)	Potential Future State (Merged Model — Planning Ranges / Directional)
Staffing positions (worksheet)	MECC: ~4 SEMRECC: ~10	Larger pooled staffing base may improve resilience only if service scope and dispatch configuration are aligned to validated demand (no assumed reductions without validation).
Transfers (reported)	MECC: ~5.2% of call volume SEMRECC: ~6% of call volume	Reduction is only credible if the merger changes routing and call intake workflows; SEMRECC baseline required before modeling reductions.
Facility constraints	MECC: purpose-built but constrained; limited console expansion without reconfiguration SEMRECC: hardened facility with expansion capacity	Merger case strengthened only if it avoids parallel facility investment and uses a best-value expansion pathway sized to validated need.
Technology duplication	Separate CAD, radio, CHE, cybersecurity, and reporting lifecycles	Return occurs only if lifecycle plans unify and no parallel upgrade paths exist post-merger.
Capital timing context	MECC: infrastructure nearing full depreciation; reinvestment pressure emerging	Creates a time-sensitive opportunity to consolidate before duplicative reinvestment occurs.

6.2.2 Overall Applied Conclusion and Net Result

Applied against MCP's evaluation framework, a MECC–SEMRECC merger represents a conditional and time-sensitive consolidation opportunity. Because both entities are already mature, fully operational RECCs, S911D's baseline is not the creation of new regional capability, but whether additional investment produces measurable incremental statewide return beyond the current independent operations.

The strongest business case for consolidation is operational rather than structural. MECC faces persistent staffing strain, constrained console capacity, and near-term reinvestment pressure as infrastructure ages. SEMRECC, by contrast, operates from a hardened facility with built-in expansion capacity and has demonstrated sustained investment in technology resilience, redundancy, and long-term financial planning, including Support and Incentive Grant support for salary stability and recurring CAD/RMS lifecycle funding.

Within this context, consolidation is justifiable only if it achieves three measurable outcomes:

- Stabilized staffing resilience through pooled coverage and reduced single-point exposure
- Elimination of duplicative technology and overhead lifecycles

- Avoidance of parallel reinvestment as MECC approaches major replacement cycles

However, incremental return is not automatic. The current request emphasizes facility buildout and expanded capacity—including training space, crew support areas, and additional console positions—rather than narrowly scoped, merger-critical integration. This creates elevated risk that Development Grant funding could advance modernization or elective expansion beyond what is necessary to execute consolidation, absent demonstrated workload-aligned redesign and quantified duplication removal.

From a sunk-cost perspective, prior S911D investment is substantial: SEMRECC has received approximately \$23.6 million in cumulative Development Grant funding, and MECC approximately \$15.9 million, in addition to significant Support and Incentive Grants. While these investments provide historical context, they do not justify additional funding absent clear incremental benefit.

The merger also raises a specific Transition Award eligibility question. Transition support should not automatically re-qualify in an RECC-to-RECC merger where member communities have already received transition benefits. A limited RECC-to-RECC continuity-specific award could be considered, but only if modest in scale and directly tied to measurable public safety risk mitigation. This approach avoids double-counting incentives and protects finite statewide grant resources.

Accordingly, S911D's posture should be conditional and phased:

- Support merger-critical scope only—technology integration, continuity of operations requirements, and the minimum workstation and facility modifications necessary to safely absorb MECC operations within SEMRECC's existing footprint.
- Condition modernization or buildout funding on a validated combined workload assessment, a documented post-merger staffing and dispatch redesign, and a clear decommissioning plan for redundant CAD, call handling platforms, interfaces, and administrative overhead.
- Avoid supporting elective facility expansion unless applicants demonstrate quantified incremental statewide benefit and establish that the proposed investment represents the best-value pathway to improved resiliency and duplication elimination.

The merger merits support only if it functions as a best-value consolidation that removes duplication and prevents reinvestment in parallel regional systems—not as an expansion-driven capital project. Absent documented operational redesign, confirmed technology retirement, and disciplined facility scope, full Development Grant participation would not be justified relative to other statewide priorities offering clearer duplication elimination and sustainable return.

In practical terms, the strongest pathway is to treat this merger as a conditional consolidation anchored in SEMRECC's existing capacity. Advancement should occur only through a phased glide path requiring:

- Validated workload-based redesign of staffing and dispatch configuration
- Documented decommissioning of redundant technology and overhead
- Demonstrated limitation of facility investment to merger-critical need
- Clear evidence of measurable statewide operational benefit

Without these commitments, the merger would represent a high-cost restructuring with limited incremental return.

6.2.3 Glide Path

If S911D elects to consider Development Grant participation for the MECC–SEMRECC merger, support should be structured in phased steps tied to defined decision gates. Because this involves consolidation of two mature RECCs with substantial prior S911D investment, disciplined sequencing is essential to prevent expansion-driven capital escalation and preservation of parallel systems.

A phased glide path reduces risk, reinforces scope discipline, and protects finite Development Grant resources while preserving a pathway to measurable statewide return.

Phase 1 – Decision Foundation (Pre-Funding Requirements)

Before any significant capital commitment, stakeholders should establish a documented operational and financial foundation.

Required deliverables should include:

- Validated combined workload assessment
- Clearly defined post-merger staffing and dispatch configuration aligned to demand
- Documented plan identifying technology platforms and administrative functions to be retired
- Unified lifecycle roadmap eliminating parallel upgrade paths
- Facility utilization analysis demonstrating SEMRECC's existing footprint is optimized before expansion

No major capital funding should be released until these elements are complete.

Phase 2 – Consolidation Implementation (Foundational Scope Only)

Initial funding, if approved, should be limited to what is necessary to execute consolidation safely and without service disruption. This may include:

- Technology integration and platform unification
- Continuity of operations requirements
- Minimum workstation and facility modifications required to absorb MECC workload
- Formal retirement of redundant systems

Facility buildout beyond what is necessary to absorb operations should not proceed at this stage.

Phase 3 – Conditional Investment (Only if Justified by Measurable Benefit)

Additional modernization or facility investment should be considered only if stakeholders demonstrate:

- Quantifiable incremental statewide benefit
- Verified elimination of duplicated lifecycles and administrative overhead
- Staffing and dispatch configuration aligned with validated workload

- Evidence that the proposal represents the best-value pathway to improved resiliency and lifecycle stability

Capacity expansion for training, crew support, or additional consoles should not be supported absent documented operational necessity.

Phase 4 – Performance Stabilization and Accountability

Post-implementation reporting should verify:

- Sustained staffing stabilization
- Documented retirement of redundant platforms
- Avoidance of parallel reinvestment cycles
- Measurable operational and resiliency improvements

Baseline-to-target metrics established in Phase 1 should confirm that projected benefits have been realized.

State Decision Bottom Line

The MECC–SEMRECC merger may represent a practical and time-sensitive consolidation opportunity, but only if it functions as disciplined integration anchored in SEMRECC's existing capacity—not as an expansion-driven capital project.

S911D's strongest posture is to condition support on validated workload-based redesign, documented retirement of redundant technology and overhead, and strict limitation of facility investment to what is necessary to absorb MECC operations. The objective is consolidation that removes duplication—not structural aggregation that preserves it.

Taken together, this phased approach protects approximately \$39.5 million in prior Development Grant investment and prevents additional funding from reinforcing parallel infrastructure. Without these guardrails, the merger would represent a high-cost restructuring with limited incremental statewide return.

6.3 Regional Old Colony and South Shore—Proposed RECC-to-RECC Merger

This scenario evaluates the consolidation of two established, operational RECCs—ROCCC and SSRECC—in the context of a Development Grant request. Because both centers already deliver regional services, S911D's baseline is not the creation of new regional capability, but whether a merger produces measurable incremental statewide return beyond what the Commonwealth already receives. The current-state baseline therefore reflects two mature regional centers operating independently prior to any additional investment.

ROCCC operates under a hosted governance model, with the Town of Duxbury serving as the host community. ROCCC serves six municipalities with a combined population of approximately 57,992. The center processes approximately 15,228 annual 911 calls—representing approximately 0.46% of statewide 911 call volume—in addition to substantial ten-digit administrative calls and field incident volumes across police, fire, and EMS disciplines.

ROCCC is a well-established, high-performing operation that exceeds call-answering benchmarks. However, its facility is at or beyond capacity, representing a material operational risk constraint. ROCCC's reported FY2026 budget is \$4,087,632. The center has documented opportunities to improve efficiency and reduce risk through

reconfiguration of dispatch roles and service expectations, particularly where staffing levels and dispatch configuration are influenced by contractual requirements rather than validated workload demand.

SSRECC became operational in 2012 and functions under a district governance structure. It serves four member communities with a combined population of approximately 86,856 and processes an average of 16,695 annual 911 calls—representing approximately 0.50% of statewide call volume. SSRECC provides end-to-end call processing and dispatch services for member police and fire agencies.

The center operates with eight workstations, five of which are fully equipped and three of which are not configured with 911 CHE. Minimum staffing levels are generally four telecommunicators on day and evening shifts and three on overnight shifts, supported by shift supervision and executive leadership. SSRECC reports compliance with statewide training requirements and maintains a formal QA program. Its assumptive FY2025 budget was approximately \$1.1 million.

Because this merger remains conceptual, any projected return is directional and contingent on whether duplication is eliminated and whether staffing models, dispatch configuration, governance structure, and facility strategies are redesigned. Simply aggregating two existing operational models—without consolidation of lifecycles, reconfiguration of service scope, and disciplined facility alignment—would not, by itself, produce measurable incremental statewide benefit.

ROCCC	Total	SSRECC	Total
Historical			
Development Grants (2018–2025)	\$17,423,096	Development Grants (Cumulative 2018–2025)	\$12,980,564
Support and Incentive Grants (Cumulative 2023–2025) - Support – \$980,376 - RECC Incentive – \$2,977,997	\$3,958,373	Support and Incentive Grants (Cumulative 2023–2025) - Support – \$1,089,699 - RECC Incentive – \$2,763,870	\$3,853,569
Current (2026)			
2026 RECC Budget (Reported)	\$4,924,283	2026 RECC Budget (Assumptive)	\$1,061,051
2026 Development Grant	\$743,279	2026 Development Grant	\$501,961
2026 Support and Incentive Grant - Support – \$326,792 - RECC Incentive – \$1,762,780	\$2,089,572	2026 Support and Incentive Grant - Support – \$363,233 - RECC Incentive – \$921,290	\$1,284,523
2026 Annual Cost Per 911 Call - RECC Contribution – \$323 - S911D Support and Incentive Grant Investment – \$137 - S911D Development Grant Investment – \$49	\$509	2026 Annual Cost Per 911 Call - RECC Contribution – \$64 - S911D Support and Incentive Grant Investment – \$77 - S911D Development Grant Investment – \$30	\$171
2026 Annual Cost Per Capita	\$134	2026 Annual Cost Per Capita	\$40

ROCCC	Total	SSRECC	Total
Historical			
- RECC Contribution – \$85 - S911D Support and Incentive Grant Investment – \$36 - S911D Development Grant Investment – \$13		- RECC Contribution – \$19 - S911D Support and Incentive Grant Investment – \$15 - S911D Development Grant Investment – \$6	

6.3.1 Standalone Versus Merged Planning Comparison

Because this is an RECC-to-RECC merger concept, potential return is directional and depends on whether duplication is removed and whether staffing, workflow, technology, and facility strategies are redesigned—not simply aggregated across two mature operations.

Table 7: ROCCC and SSRECC Merger

Metric	Current State (Two Operational RECCs)	Potential Future State (Merged Model — Planning Ranges / Directional)
Staffing positions (worksheet)	ROCCC: ~11 SSRECC: ~5	Right-sizing only if duplication removed and service scope adjusted (no assumed reductions without validation)
Transfers (reported)	ROCCC: ~6% of call volume SSRECC: ~7% of call volume	Reduction is only credible if merger changes routing/workflow (illustrative scenarios: 25%–50% reduction)
Facility constraints	ROCCC: over capacity SSRECC: ancillary space limited	Merger case strengthened only if it avoids duplicative facility buildout and is sized to validated needs
Technology duplication	Two CAD lifecycles, CHE ecosystems, and governance/licensing	Return occurs only if lifecycle plans unify (no parallel upgrade paths post-merge)

6.3.2 Overall Applied Conclusion and Net Result

Applied against MCP's evaluation framework, a ROCCC–SSRECC merger represents a conditional consolidation opportunity. Incremental statewide return depends entirely on whether the merger eliminates duplication and resolves documented operational constraints rather than advancing capital expansion.

Because both entities are already mature, fully operational RECCs, S911D's baseline is not the creation of new regional capability, but whether additional investment produces measurable benefit beyond the current

independent operations—specifically through consolidation of technology lifecycles, elimination of duplicated overhead, validated workload-aligned staffing redesign, and adoption of a best-value facility strategy that addresses ROCCC’s capacity constraint without creating an expansion-driven capital project.

The merger’s strongest justification is tied to ROCCC’s facility limitation and operational configuration. ROCCC’s MAPS assessment identifies facility over-capacity as its primary high-risk constraint and documents inefficiencies where staffing configuration and dispatch roles are influenced more by contractual legacy arrangements than by validated workload demand. SSRECC, while smaller in scale, faces workforce availability challenges, incomplete policy dissemination processes, and limited ancillary space. Consolidation is defensible only if it produces a redesigned operating model that reduces facility and workforce risk exposure, realigns staffing and dispatch configurations to validated demand, and retires parallel technology platforms and support structures.

Incremental return is not automatic. Both entities have already received substantial Development Grant funding—approximately \$17.4 million cumulative for ROCCC and \$13 million cumulative for SSRECC, in addition to ongoing Support and Incentive Grant funding. These investments are sunk costs: they provide context but do not justify additional funding, absent clear, forward-looking benefits. Additional Development Grant participation is defensible only to the extent that it demonstrably removes duplication and avoids compounding prior capital commitments. Framing the merger primarily as a facility modernization response to ROCCC’s space constraints would risk escalating sunk costs without proportional statewide return.

The proposal also raises a Transition Award eligibility consideration. Transition support should not automatically re-trigger in an RECC-to-RECC merger. Although some member municipalities did not historically receive transition benefits because the program did not exist at the time of earlier regionalization, retroactively expanding eligibility would introduce inequity and administrative instability statewide. Communities currently receiving a Transition Award should continue through their established five-year benefit period, but merger designation alone should not restart or expand eligibility. This scenario may present an opportunity for S911D to consider a modest, merger-specific RECC-to-RECC continuity award in the future—applied only where measurable operational risk exists and structured to avoid duplication of prior transition support.

Consistent with MCP’s framework, S911D’s recommended posture should be conditional and phased:

- Support merger-critical scope only—planning integration, continuity of operations requirements, technology consolidation steps, and the minimum facility modifications necessary to execute a unified operating model.
- Condition any facility or modernization funding on a validated combined workload assessment, documented redesign of dispatch roles, staffing configuration, and service scope—including resolution of legacy contract-driven inefficiencies—and a clear plan to retire duplicated CAD, call handling ecosystems, licensing structures, and overhead functions.
- Avoid supporting facility expansion beyond merger-critical unless applicants demonstrate quantifiable incremental statewide benefit and establish that the proposal represents the best-value pathway to improved resiliency and duplication elimination.

A ROCCC–SSRECC merger merits consideration only if it functions as disciplined consolidation that resolves ROCCC’s facility constraint through a best-value approach, eliminates duplicated technology and overhead, and realigns staffing and dispatch configuration to validated workload. Absent those conditions, the merger would constitute a high-cost structural change with limited incremental return relative to other statewide priorities.

In practical terms, the strongest pathway is to treat this scenario as a conditional, capacity-anchored consolidation—focused on eliminating parallel systems, right-sizing operations to validated workload, and

addressing ROCCC's facility constraint only to the extent necessary to achieve measurable operational improvement.

6.3.3 Glide Path

If S911D elects to consider Development Grant participation for a ROCCC–SSRECC merger, support should be structured in phased steps tied to clearly defined decision gates. Because both entities are mature RECCs with significant prior S911D investment, disciplined sequencing is essential to prevent capital escalation, preserve funding defensibility, and protect finite Development Grant resources.

A phased glide path aligns funding with measurable duplication elimination rather than structural consolidation alone.

Phase 1 – Decision Foundation (Pre-Funding Requirements)

Before committing to major capital investment, stakeholders should establish a documented operational and governance foundation. Required deliverables should include:

- Validated combined workload assessment (call volume, incident volume, and radio traffic)
- Clearly defined unified operating model, including dispatch configuration redesign and service-scope alignment
- Documentation identifying which technology platforms, workflows, and administrative functions to be retired
- Finalized governance and cost-share terms
- Facility options analysis demonstrating the best-value pathway to resolving ROCCC's space constraint without elective expansion

No substantial capital funding should be released until these elements demonstrate measurable duplication removal.

Phase 2 – Consolidation Implementation (Merger-Critical Scope Only)

Initial funding, if approved, should be limited to what is necessary to implement the unified operating model and prevent service disruption. This may include:

- Technology integration and lifecycle alignment
- Retirement of redundant CAD, CHE, licensing, and support ecosystems
- Continuity of operations and survivability requirements
- Minimum facility modifications required to safely accommodate validated staffing levels

Facility expansion beyond what is necessary to execute consolidation should not proceed at this stage.

Phase 3 – Conditional Modernization (Only if Justified by Measurable Benefit)

Additional modernization or facility investment should be considered only if stakeholders demonstrate:

- Quantifiable incremental statewide benefit

- Verified elimination of parallel infrastructure and overhead
- Documented redesign of staffing and dispatch roles aligned to validated demand
- Evidence that efficiencies cannot be achieved within existing or right-sized regional capacity

Capital activity driven primarily by facility expansion rather than operational redesign should not be supported, absent clear incremental return.

Phase 4 – Performance Stabilization and Accountability

Post-implementation reporting should verify:

- Sustained reduction in avoidable transfers
- Elimination of duplicated technology lifecycles and administrative structures
- Alignment of staffing and dispatch configuration with validated workload
- Demonstrated reduction in long-term capital and lifecycle exposure

Baseline-to-target metrics established in Phase 1 should confirm realized performance outcomes.

State Decision Bottom Line

A ROCCC–SSRECC merger may represent a practical consolidation opportunity, but only if it functions as disciplined restructuring that removes duplication and resolves documented operational constraints through a best-value pathway.

S911D's strongest posture is to condition any development support on validated workload redesign, documented retirement of parallel systems, and facility strategy limited to what is necessary to achieve measurable operational improvement. Taken together, the decision gates and phased approach protect S911D from compounding sunk costs while preserving a pathway to improved staffing resilience, lifecycle alignment, and sustainable statewide return.

6.4 Conceptual and Potential RECC Summary

Across the Barnstable conceptual model and the two RECC-to-RECC merger scenarios, a consistent pattern emerges: consolidation produces measurable statewide return when it removes duplication, realigns operations to validated workload, and avoids parallel capital and technology lifecycles. Structural consolidation alone does not create value. Incremental benefit depends on disciplined scope control, documented retirement of redundant systems, and a facility strategy anchored in best-value operational need rather than expansion.

In each evaluated scenario, S911D's baseline is not whether regional capability exists, but whether additional Development Grant participation produces measurable improvement beyond what S911D already funds. Where mergers stabilize staffing resilience, consolidate technology ecosystems, prevent parallel reinvestment, and align dispatch configuration to validated demand, statewide return is defensible. Where proposals function primarily as modernization or facility expansion vehicles without verified system integration and lifecycle consolidation, incremental return diminishes and finite funding is diluted.

MCP is also aware of three additional regionalization efforts currently in progress: Braintree RECC (Braintree and Randolph), Metro West RECC (Grafton, Southborough, and Westborough), and Middlesex RECC

(Framingham, Natick, Wayland, and other communities under exploration). At the time of this assessment, none of these initiatives are operational. Metro West has no established facility and limited staffing structure beyond a director; Middlesex is actively organizing governance, staffing, and facility renovation plans but remains in pre-operational development; and Braintree remains early in concept without a defined go-live timeline.

Based on the documentation and validated workload data currently available, there is insufficient operational, financial, and lifecycle detail to apply the same confidence-based analysis used for the consolidation scenarios evaluated above. Several of these emerging efforts reflect common early-stage regionalization conditions, including evolving governance structures, incomplete strategic planning, preliminary cost-share models, facility uncertainty, and limited lifecycle modeling.

As these initiatives mature and produce validated workload assessments, defined operating models, documented duplication-elimination strategies, and durable governance agreements, they should be evaluated under the same evidence-based framework applied throughout this report. Until that level of definition exists, major capital participation would carry elevated implementation and risk sunk costs.

Taken together, these scenarios reinforce a clear statewide principle: Development Grant participation should prioritize consolidation efforts that demonstrably reduce operational friction, strengthen staffing resilience, eliminate redundant systems and overhead, and lower long-term lifecycle exposure. Funding should align with validated operational redesign and phased implementation—not structural designation alone.

This disciplined posture protects prior S911D investment, preserves finite grant resources, and advances a more unified, sustainable emergency communications system across the state.

7 Analysis Report Path Forward

The preceding assessment establishes a data-informed baseline of operational maturity, governance structure, financial sustainability, and infrastructure readiness across the Commonwealth's regional PSAP and RECC landscape. These findings are grounded in extensive collaboration with S911D leadership and staff, as well as direct engagement with RECC directors, PSAP managers, telecommunicators, field responders, and municipal stakeholders across the state.

The next phase of this work builds on those insights to synthesize observed trends, stakeholder perspectives, and evidence-based benchmarks into a structured Regionalization Analysis designed to guide future policy, funding, and operational decisions.

This analysis moves beyond evaluation of current conditions and focuses on defining a clear, actionable path forward—identifying what has demonstrably worked, where structural gaps remain, and how the Commonwealth can strengthen and expand its regional model over the next five years.

Trend Analysis

The trend analysis situates Massachusetts' regionalization progress within the broader national landscape of 911 consolidation and technology advancement. Drawing from national experience and best practices, it examines governance evolution, scale economics, AI integration, NG911 development, alternative response coordination (e.g., 988 integration), and operational standardization trends.

Benchmarking against national standards provides context for understanding alignment gaps, modernization opportunities, and areas where Massachusetts is leading. Documented success stories—both within the Commonwealth and nationally—offer practical examples to inform future strategy.

SWOT Analysis

A structured SWOT analysis evaluates the internal strengths and weaknesses, as well as the external opportunities and threats, associated with past and ongoing regionalization initiatives. This analysis incorporates lessons learned from implementation experience and stakeholder feedback, highlighting structural, financial, technological, and political barriers that influence feasibility.

Formalizing these insights ensures that future decisions reflect both operational reality and implementation risk, strengthening sustainability and reducing the likelihood of repeating past inefficiencies.

Path to Regionalization Blueprint

A central component of the forward strategy is the development of a standardized “Path to Regionalization” blueprint. Informed by MAPS findings, glide path logic, and stakeholder engagement, this framework functions as a practical playbook for evaluating consolidation proposals and guiding emerging regional leaders.

The blueprint establishes:

- Readiness prerequisites and decision thresholds
- Workload-based staffing and dispatch configuration benchmarks
- Governance durability considerations
- Facility and lifecycle planning criteria
- Measurable indicators of success

By providing structured tools and decision architecture, the blueprint is intended to make the regionalization process clearer and more navigable—particularly for new directors and communities considering voluntary consolidation.

Stakeholder Insights

Stakeholder engagement throughout this project revealed both strong support for regionalization and clear concerns regarding funding predictability, governance control, radio infrastructure, and long-term sustainability. This forward-looking analysis incorporates those perspectives to evaluate the practical feasibility of further consolidation.

Understanding what regional PSAPs and RECCs believe they are missing—and what incentives, protections, or structural assurances they would require—is essential to designing a regionalization program that is operationally sound, politically defensible, and attractive to single-stream PSAPs.

Evaluating the success of regionalization efforts is critical, both operationally and politically. Clear, measurable indicators—such as transfer reduction, workload alignment, lifecycle consolidation, cost stability, and governance durability—allow S911D to demonstrate ROI and promote the effectiveness of regionalized PSAPs.

Documenting and communicating measurable outcomes strengthen public confidence, supports legislative defensibility, and encourages additional voluntary mergers where consolidation produces demonstrable benefit.

This forward-looking framework supports development of a structured five-year roadmap for regionalization. The roadmap identifies priority corridors for consolidation, sequencing strategies for mergers and modernization, grant alignment considerations, and potential statutory or regulatory updates where appropriate.

The objective is to transition from reactive funding decisions toward a disciplined, strategic approach that equips leaders with practical tools, structured guidance, and a clear pathway for sustainable regional growth.

Appendix A: Regionalization Benchmark Roadmap

Methodology: MCP developed the Regionalization Benchmark Roadmap as a decision-support tool to identify combinations of operational characteristics that may warrant further exploration of regionalization or consolidation. No single benchmark—other than the absence of 24/7 operations—is intended to independently indicate that consolidation is appropriate. Rather, the roadmap layers measures of scale, workload, cost, capacity, staffing, workforce stability, transfers, and service delivery to identify patterns that, collectively, may indicate opportunities to improve sustainability, efficiency, resiliency, or service delivery. Benchmark thresholds are derived, as applicable, from recognized standards and industry guidance, legislation, published research, Massachusetts-specific data, and MCP analytical experience, with the basis for each benchmark identified below.

Interpretation: If a communications center does not provide 24/7 service, has **six or more Category One benchmarks (60%)**, or a combination of **Category One and Category Two benchmarks that reaches eight (80%)**, MCP recommends further exploration of physical consolidation or alliance with a neighboring communications center. The accumulation thresholds are MCP-developed analytical guideposts informed by experience evaluating PSAP operations and regionalization opportunities; reaching these thresholds reflects a concentration of operational characteristics sufficient to warrant further exploration but does not independently establish that consolidation is necessary, feasible, or the preferred outcome.

Table Key: Cells with text that is **BLUE** indicates that agency-specific data was not available or provided and MCP applied the assumptions described below to reasonably estimate the value. Cells with a background color indicate that the reported or estimated value meets the corresponding Category One or Category Two benchmark threshold.

Indicators: The following benchmarks represent indicators associated with operational scale, efficiency, performance, and potential regionalization opportunity. Thresholds are derived from applicable standards, legislation, Massachusetts data, or MCP analytical assumptions, as identified below, and are intended to be considered collectively rather than as standalone determinants of consolidation viability. The benchmarks form a coherent analytical chain:

- **Scale and workload:** Population and share of statewide 911 volume establish the relative size and emergency-call workload of the operation. Where population was not reported, MCP used 2023 U.S. Census Bureau Population Estimates Program (PEP) data from the Vintage 2024 release, based on the municipalities served by the agency.
- **Efficiency:** Cost per 911 call asks whether the resources required to maintain the operation are proportionate to the emergency workload being handled. Where an operating budget was unavailable, MCP estimated the budget based on agency size using staffing data provided by S911D and national 911 data that indicates an estimated system-level cost of approximately \$28–\$32 per 911 call.
- **Performance/capacity:** Abandoned 911 calls help test whether comparatively low workload actually translates into available call-answering capacity. MCP uses $\geq 8\%$ as the Category One threshold and $\geq 4\%$ as the Category Two threshold to identify increasing levels of potential concern, particularly when layered with comparatively low 911 call volume.
- **Operational depth:** Primary workstations and minimum staffing per shift identify very small operating configurations and limited capacity for surge, simultaneous events, supervision, or staffing disruption. Where staffing was not reported, MCP estimated minimum staffing based on available positions and population served: one position for PSAPs serving fewer than 10,000 when at least two positions were

available; approximately 75% of available positions for populations of 10,000–75,000; and approximately 90% for populations greater than 75,000, rounded down to the nearest whole position.

- **Workforce sustainability:** Retention tests whether the center can sustain the workforce necessary to maintain its operating model. Where an RECC or PSAP did not provide sufficient information, estimated rates were based on median retention among agencies with comparable minimum staffing: 100% for one-position staffing, 75% for two-position staffing, and approximately 85% for three or more positions. Where minimum staffing also could not be determined, the overall study median of 80% was applied. Additionally, all numbers reported, were confirmed using the instructions provided in the survey, those found to be inconsistent with the number reported have been updated as an assumption.
- **Service-delivery architecture:** These benchmarks identify the degree to which a PSAP's service-delivery model depends on inter-PSAP transfers. Based on Massachusetts statewide data, MCP uses $\geq 20\%$ as the Category One threshold and $\geq 10\%$ as the Category Two threshold for both outbound and inbound transfers, identifying progressively greater transfer dependency relative to observed statewide patterns. These thresholds remain conservative compared with Utah's statutory 2% transfer-rate standard and its phased reform approach. Outbound and inbound transfers are evaluated separately to recognize differences between primary and secondary PSAP service models and reduce the likelihood that a center is scored twice for the same transfer-dependent architecture. Research demonstrates that inter-PSAP transfers add measurable time to the emergency response workflow.
- **Clinical/service capability:** EMD identifies whether a nationally recognized emergency communications function is provided directly, indirectly through transfer, or not at all. Data received from the state articulated which approach to EMD each subscribes to. If the agency was not on the list, it is assumed that they do not provide EMD to callers or have since merged with a RECC or Regional PSAP and those cells have been completed as an assumption.

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
Category One Criteria	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
Category Two Criteria	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Acton Police	24,000	0.16%	5.68%	\$169.34	3	2	78%	7%	6%	Direct	7
Acushnet Police Department	10,654	0.10%	6.53%	\$177.68	2	1	100%	19%	4%	Direct	7
Agawam	28,454	0.34%	3.37%	\$100.57	3	2	75%	5%	7%	Direct	6
Amherst Public Safety	40,000	0.29%	3.30%	\$97.00	4	2	95%	4%	8%	Direct	5
Andover Police	37,000	0.32%	5.00%	\$103.72	4	2	75%	10%	6%	Direct	8
Arlington Police Department	45,000	0.31%	4.15%	\$65.66	2	2	75%	8%	4%	Direct	7
Ashburnham Police	6,456	0.04%	6.22%	\$396.90	2	1	100%	5%	8%	Direct	6
Ashland Police Department	20,000	0.13%	3.36%	\$173.34	2	2	75%	23%	6%	Transfer	8
Athol Police Department	13,000	0.15%	4.22%	\$107.62	2	1	100%	5%	3%	Direct	6
Attleboro Police	46,866	0.48%	3.89%	\$74.32	3	2	75%	29%	4%	Direct	7
Auburn Police	16,943	0.24%	3.27%	\$75.20	2	1	100%	9%	7%	Direct	5
Avon Police	4,762	0.07%	5.88%	\$245.07	2	1	100%	5%	14%	Ø	8
Ayer-Shirley RECC	16,052	0.12%	3.62%	\$248.62	2	1	100%	6%	6%	Direct	5
Barnstable County Sheriff Regional PSAP	92,329	1.44%	4.22%	\$150.27	9	8	85%	26%	19%	Direct	5
Bedford Police Department	15,000	0.12%	5.49%	\$142.15	2	1	100%	4%	9%	Direct	6
Belchertown Police	15,407	0.09%	2.00%	\$200.97	2	1	100%	2%	11%	Ø	7

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Bellingham Police Department	18,000	0.14%	5.44%	\$134.20	2	2	70%	8%	7%	Direct	7
Belmont Public Safety	27,183	0.14%	4.15%	\$225.99	3	2	75%	4%	10%	Direct	8
Berkley Police	6,844	0.05%	5.51%	\$290.80	2	1	100%	16%	7%	Direct	7
Berkshire RECC (POD-03 formerly BCSO)	45,736	0.53%	5.27%	\$65.69	4	3	85%	6%	5%	Direct	6
Beverly Police	42,743	0.38%	4.42%	\$84.34	3	2	75%	24%	4%	Transfer	9
Billerica Police	41,991	0.32%	4.72%	\$110.21	3	2	75%	8%	4%	Direct	7
Blackstone Police	9,270	0.05%	6.24%	\$422.37	2	1	100%	13%	5%	Direct	7
Boston Police Department	1,200,000	17.55%	7.35%	\$40.95	36	32	85%	24%	2%	Transfer	4
Bourne Police	20,472	0.26%	3.00%	\$72.89	2	1	100%	35%	6%	Transfer	7
Boxford Police	8,203	0.05%	5.02%	\$360.09	2	1	100%	9%	9%	Ø	7
Boylston Police Department	4,849	0.06%	5.73%	\$179.59	2	1	100%	16%	5%	Transfer	8
Bridgewater	28,951	0.23%	6.64%	\$151.37	3	2	75%	33%	5%	Direct	8
Brockton Police Department	106,000	1.96%	6.45%	\$24.20	5	4	85%	24%	3%	Transfer	5
Brookline Police	63,188	0.61%	5.38%	\$62.76	4	3	85%	20%	6%	Transfer	7
Burlington Police Department	28,000	0.35%	6.39%	\$60.11	3	2	75%	24%	4%	Transfer	9
Cambridge Communications	119,315	1.52%	6.80%	\$85.97	9	8	85%	8%	7%	Direct	3

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Canton Police	30,000	0.29%	4.82%	\$63.11	2	1	95%	30%	76%	Transfer	9
Carlisle Police	5,248	0.02%	5.26%	\$760.05	2	1	100%	22%	7%	Transfer	8
Carver Police Department	11,645	0.10%	5.48%	\$169.73	2	1	100%	4%	7%	Direct	6
Central Mass RECC (Formerly Rutland RECC/Fire)	26,586	0.21%	3.17%	\$222.79	3	2	75%	6%	6%	Direct	6
Charlton Police	13,472	0.12%	5.39%	\$150.34	2	1	100%	5%	15%	Direct	7
Chelmsford Police Department	36,500	0.27%	4.40%	\$97.03	4	2	75%	4%	12%	Direct	8
Chelsea Emergency Communications	39,526	0.67%	4.17%	\$54.36	5	3	85%	23%	11%	Transfer	8
Clinton Police	15,635	0.10%	4.20%	\$167.86	2	1	100%	3%	10%	Direct	7
Concord Public Safety Communications	18,491	0.17%	3.82%	\$174.91	3	2	73%	5%	7%	Direct	6
Dalton RECC	8,907	0.07%	5.00%	\$223.66	2	1	100%	3%	7%	Direct	6
Danvers Police	28,068	0.34%	4.56%	\$99.44	3	2	75%	7%	7%	Direct	7
Dartmouth Police	33,946	0.40%	4.95%	\$87.00	3	2	75%	8%	4%	Direct	7
Dedham E911	28,000	0.35%	4.27%	\$18.83	2	2	55%	26%	5%	Transfer	8
Dennis Police	14,962	0.24%	4.19%	\$74.38	2	1	100%	36%	4%	Transfer	8
Dighton Public Safety Communications	8,400	0.06%	5.53%	\$237.21	2	1	100%	7%	9%	Direct	6
Douglas Police Department	9,500	0.04%	4.21%	\$203.20	1	1	100%	6%	7%	Direct	6

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Dover Police	5,909	0.03%	7.84%	\$532.09	2	1	100%	16%	8%	Transfer	8
Dukes County Sheriff Regional PSAP	20,709	0.24%	4.23%	\$434.79	4	3	85%	3%	6%	Direct	6
East Bridgewater Police	14,456	0.11%	2.99%	\$251.03	2	1	100%	7%	5%	Ø	6
Eastham Police	5,825	0.08%	3.91%	\$274.46	2	1	100%	4%	4%	Ø	6
Easthampton RECC	22,215	0.17%	3.99%	\$176.82	2	1	100%	4%	6%	Direct	5
Everette Communications	50,848	0.66%	4.36%	\$56.11	4	3	85%	17%	9%	Transfer	7
Fairhaven Police	15,949	0.16%	3.51%	\$101.56	2	1	100%	4%	6%	Ø	6
Fall River Police	94,295	1.78%	8.81%	\$73.92	6	5	85%	7%	6%	Direct	3
Fitchburg Police Department	42,000	0.48%	2.99%	\$24.36	3	2	75%	29%	13%	Transfer	8
Framingham Police	72,624	0.93%	5.16%	\$7.26	4	3	85%	19%	3%	Transfer	7
Freetown Police	9,333	0.09%	5.41%	\$200.82	2	1	100%	10%	7%	Direct	7
Gardner Police Department	25,000	0.22%	3.95%	\$132.96	4	3	85%	3%	10%	Direct	6
Georgetown Police	8,497	0.05%	4.53%	\$314.61	2	1	100%	9%	6%	Direct	6
Gloucester Police	30,152	0.25%	3.58%	\$133.75	4	3	85%	3%	3%	Direct	5
Grafton Police	19,998	0.13%	6.69%	\$137.14	2	1	100%	6%	8%	Direct	6
Granby Police Department	6,300	0.05%	4.91%	\$248.02	2	1	100%	6%	6%	Direct	6

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Great Barrington Police Dept.	8,000	0.10%	6.58%	\$170.31	2	1	100%	2%	5%	Direct	6
Greenfield Police Department	17,760	0.32%	3.61%	\$76.31	3	2	100%	31%	7%	Transfer	7
Groveland Police	6,785	0.03%	6.24%	\$514.87	2	1	100%	29%	8%	Ø	8
Hadley Public Safety	5,000	0.11%	4.08%	\$137.44	2	1	100%	16%	6%	Direct	7
Hamilton Police	7,618	0.03%	5.51%	\$492.27	2	1	100%	4%	6%	Direct	6
Hanscom AFB	14,798	0.03%	18.58%	\$599.89	2	1	100%	18%	8%	Transfer	8
Haverhill Police	68,000	0.71%	4.03%	\$62.78	5	4	75%	5%	3%	Direct	5
Holbrook Regional (Formerly Norfolk)	250,000	1.20%	5.09%	\$281.60	15	13	85%	12%	6%	Direct	4
Holyoke Police	37,673	0.99%	7.33%	\$38.66	4	3	85%	25%	5%	Transfer	8
Hopkinton Public Safety Communications	19,000	0.10%	3.04%	\$312.83	3	2	75%	4%	11%	Direct	7
Hudson Police	20,135	0.18%	4.11%	\$100.57	2	1	100%	4%	3%	Ø	7
Ipswich Police	14,004	0.09%	4.19%	\$199.08	2	1	100%	26%	7%	Transfer	8
Kingston Police Department	15,000	0.13%	3.06%	\$38.24	2	1	100%	25%	9%	Transfer	6
Lakeville Police	12,108	0.09%	5.19%	\$190.66	2	1	100%	5%	8%	Direct	6
Lawrence Police	88,749	1.46%	7.39%	\$87.85	6	5	85%	19%	3%	Transfer	5
Leominster Emergency Communications	44,209	0.46%	3.77%	\$57.97	3	2	75%	10%	9%	Direct	7

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Lexington Police	34,296	0.24%	4.55%	\$144.81	3	2	75%	3%	9%	Direct	7
Lincoln Police	6,945	0.06%	5.25%	\$289.66	2	1	100%	25%	6%	Transfer	8
Littleton Police	10,000	0.11%	3.50%	\$222.53	2	2	85%	10%	8%	Direct	6
Lowell Police	119,153	1.72%	9.57%	\$75.43	6	5	85%	4%	5%	Direct	3
Ludlow Police Department	23,000	0.20%	3.14%	\$114.73	2	2	90%	4%	13%	Direct	6
Lynn Police Regional PSAP	106,827	1.52%	7.92%	\$45.10	5	4	85%	23%	1%	Transfer	6
Lynnfield Police	13,113	0.11%	5.06%	\$162.17	2	1	100%	20%	9%	Transfer	8
Malden Police	65,840	0.84%	5.15%	\$46.12	3	2	75%	19%	4%	Transfer	8
Marblehead Police Department	20,441	0.12%	3.70%	\$231.36	3	2	75%	3%	3%	Direct	6
Marion Police	5,309	0.06%	5.79%	\$291.74	2	1	100%	4%	6%	Direct	6
Marlboro Police	41,784	0.47%	3.14%	\$75.27	3	2	75%	2%	10%	Direct	7
Marshfield Police	25,881	0.20%	4.67%	\$169.89	3	2	75%	33%	3%	Transfer	9
Mattapoisett Police Department	6,900	0.04%	4.26%	\$393.85	2	1	100%	3%	12%	Direct	7
Maynard Police	10,722	0.07%	4.98%	\$241.72	2	1	100%	25%	11%	Transfer	8
Medfield Police	13,185	0.07%	7.15%	\$261.63	2	1	100%	5%	5%	Direct	6
Medford 9-1-1	59,999	0.48%	3.20%	\$76.62	4	3	85%	30%	13%	Transfer	7

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Medway Public Safety Communications	13,500	0.10%	4.48%	\$192.79	2	1	90%	6%	5%	Direct	5
Melrose Police	29,673	0.17%	3.92%	\$203.43	3	2	75%	31%	9%	Transfer	8
Merrimac Police Department	6,720	0.04%	4.15%	\$256.46	2	1	100%	10%	6%	Direct	7
Metacomet RECC	76,600	0.62%	4.34%	\$292.00	4	3	85%	5%	5%	Direct	5
Methuen Police	53,756	0.47%	4.34%	\$78.19	3	2	75%	31%	12%	Transfer	9
Metro North RECC	119,686	1.05%	4.81%	\$79.60	5	4	85%	23%	6%	Transfer	6
Middleboro Police	24,595	0.26%	4.28%	\$71.91	2	1	100%	30%	4%	Transfer	8
Milford Police	30,442	0.34%	4.60%	\$101.17	3	2	75%	6%	3%	Direct	7
Millbury Police Department	14,334	0.14%	5.09%	\$128.56	2	2	100%	5%	10%	Direct	7
Millis Police	9,079	0.06%	5.36%	\$17.57	2	1	100%	2%	10%	Direct	7
Milton Police Department	27,590	0.25%	3.94%	\$81.27	3	2	75%	9%	8%	Direct	6
Montague Police Department	10,000	0.10%	4.20%	\$134.59	2	1	100%	27%	13%	Transfer	9
Nahant Police Department/ Town of Nahant	3,318	0.03%	4.23%	\$765.02	2	1	100%	19%	5%	Transfer	8
Nantucket Police	14,000	0.16%	5.44%	\$211.38	3	2	75%	1%	1%	Direct	7
Nashoba Valley RECC	63,221	0.37%	4.02%	\$351.40	5	3	85%	12%	6%	Direct	5
Natick Police	36,910	0.28%	3.88%	\$124.49	4	3	85%	6%	5%	Direct	5

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Needham Police	32,507	0.20%	4.72%	\$95.11	2	1	100%	29%	8%	Transfer	8
New Bedford Police Department	105,000	1.91%	8.20%	\$17.45	6	5	85%	7%	6%	Direct	2
New Braintree RECC - MSP	27,457	0.22%	3.04%	\$210.20	4	3	85%	7%	7%	Direct	5
Newbury Police Department	7,000	0.05%	4.54%	\$160.14	1	1	100%	24%	8%	Transfer	8
Newburyport Police	18,843	0.16%	6.03%	\$112.06	2	1	100%	19%	4%	Transfer	8
Newton Police	89,261	0.67%	5.42%	\$187.78	7	6	85%	4%	10%	Direct	4
North Adams RECC	14,129	0.23%	5.69%	\$116.44	2	1	100%	2%	6%	Direct	6
North Andover Police Department	31,000	0.29%	3.62%	\$82.84	3	2	75%	7%	4%	Direct	6
North Attleboro Police Department	30,834	0.24%	2.79%	\$122.04	4	3	85%	6%	5%	Direct	5
North Reading	15,500	0.08%	4.85%	\$210.14	2	1	100%	30%	10%	Transfer	9
North Shore RECC – (POD-02)	92,582	0.39%	6.63%	\$488.35	10	9	85%	41%	5%	Direct	4
Northampton Public Safety Communications	28,749	0.45%	4.11%	\$64.73	3	2	75%	4%	3%	Direct	7
Northampton RECC - MSP	22,525	1.00%	5.14%	\$119.82	9	6	85%	39%	6%	Direct	5
Northboro Police	15,764	0.16%	5.85%	\$111.57	2	1	100%	7%	5%	Direct	6
Northbridge Police Department	16,500	0.15%	3.77%	\$92.51	2	1	100%	5%	4%	Direct	5
Northern Middlesex RECC	64,768	0.53%	3.66%	\$286.61	6	5	85%	5%	5%	Direct	2

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Norwood Police	31,489	0.20%	0.88%	\$154.24	3	2	75%	5%	8%	Ø	7
Oxford Police	13,400	0.15%	4.41%	\$120.44	2	1	100%	9%	7%	Direct	6
Palmer Police	12,342	0.16%	5.74%	\$111.79	2	1	100%	6%	10%	Direct	7
Patriot RECC	38,597	0.13%	2.18%	\$575.97	4	3	85%	11%	6%	Direct	6
Peabody Police Department	53,000	0.59%	3.91%	\$64.28	4	3	85%	27%	6%	Transfer	6
Pembroke Police Department	18,250	0.15%	4.57%	\$115.75	2	1	100%	30%	6%	Transfer	8
Pepperell Police	11,737	0.16%	4.49%	\$102.88	2	1	100%	7%	5%	Ø	7
Pittsfield Police	43,193	0.81%	4.73%	\$46.71	4	3	85%	2%	2%	Direct	6
Plymouth County Sheriff	537,807	0.49%	4.74%	\$75.74	5	4	85%	5%	8%	Direct	4
Provincetown Police	3,727	0.06%	5.42%	\$246.28	2	1	100%	1%	8%	Ø	7
Quincy Police	102,304	1.16%	4.50%	\$109.48	6	5	85%	25%	4%	Transfer	5
Randolph Police	34,795	0.46%	4.15%	\$43.48	2	1	100%	6%	6%	Direct	6
Raynham Police Department	15,000	0.20%	3.40%	\$88.32	2	1	100%	13%	8%	Direct	6
Reading Police	25,697	0.16%	4.36%	\$213.57	3	2	75%	7%	5%	Direct	7
Regional Old Colony Communications Center (ROCCC) – RECC - Formerly Duxbury	57,992	0.46%	2.44%	\$460.59	11	8	85%	6%	9%	Direct	2
Rehoboth Police Department	13,500	0.09%	5.68%	\$154.34	2	1	100%	8%	5%	Direct	6

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Rockport Police	7,033	0.05%	5.33%	\$352.54	2	1	100%	4%	3%	Direct	6
Salem Police Department	50,000	0.55%	5.41%	\$31.06	4	2	92%	25%	3%	Transfer	8
Salisbury Police	9,317	0.09%	2.85%	\$192.60	2	1	100%	27%	17%	Transfer	8
Sandwich Police	20,555	0.20%	3.20%	\$166.53	3	2	75%	6%	5%	Direct	6
Saugus Police	28,861	0.34%	4.40%	\$101.84	3	2	75%	3%	11%	Direct	8
Scituate Police	20,000	0.12%	3.41%	\$242.42	2	2	78%	5%	4%	Direct	6
Seekonk Public Safety Communications	15,700	0.15%	4.11%	\$245.21	2	2	75%	6%	5%	Direct	7
Sharon Police Department	19,000	0.11%	5.11%	\$111.41	2	1	100%	34%	12%	Transfer	9
Shelburne Falls RECC - MSP	94,763	0.53%	2.68%	\$142.80	4	3	85%	13%	10%	Direct	6
Shrewsbury Police Department	38,889	0.34%	3.85%	\$65.71	3	1	83%	27%	5%	Transfer	7
Somerset Police Dept.	18,300	0.21%	4.45%	\$92.91	2	2	100%	14%	7%	Direct	6
Somerville Police	81,240	0.57%	5.54%	\$69.53	4	3	85%	34%	16%	Transfer	8
South Hadley PD	18,000	0.14%	3.98%	\$82.75	2	1	100%	4%	11%	Direct	6
South Shore RECC (SSRECC)	54,291	0.50%	3.58%	\$321.78	5	3	85%	6%	4%	Direct	3
South Worcester County RECC	29,442	0.30%	3.78%	\$153.69	4	3	85%	4%	3%	Direct	5
Southeastern Mass (SEMRECC)	88,000	0.85%	2.24%	\$220.56	10	9	85%	6%	6%	Direct	2

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Southampton Police	6,223	0.04%	1.66%	\$435.21	2	1	100%	3%	2%	Ø	6
Southborough Police	10,497	0.09%	4.83%	\$187.03	2	1	100%	11%	6%	Direct	7
Southbridge Police	18,002	0.25%	4.72%	\$72.37	2	1	100%	4%	3%	Direct	6
Spencer Police	11,995	0.13%	4.54%	\$136.88	2	1	100%	4%	5%	Direct	6
Springfield Police	154,220	4.49%	8.68%	\$32.48	8	7	85%	0%	8%	Transfer	3
Sterling Communications	8,251	0.06%	4.87%	\$265.75	2	1	100%	6%	9%	Ø	7
Stoneham Police Dept./Dispatch	23,000	0.17%	3.87%	\$118.60	3	1	100%	25%	14%	Transfer	8
Stow Police	7,161	0.04%	5.35%	\$417.14	2	1	100%	24%	7%	Transfer	8
Sturbridge Police	9,992	0.12%	3.61%	\$143.88	2	1	100%	8%	12%	Direct	6
Sudbury Police	19,592	0.09%	2.00%	\$180.58	2	1	100%	4%	3%	Ø	6
Sutton Police	9,497	0.07%	5.07%	\$239.22	2	1	100%	11%	8%	Direct	7
Swansea Police	17,449	0.17%	6.30%	\$105.96	2	1	100%	32%	6%	Transfer	8
Taunton Fire	80,000	0.73%	3.98%	\$21.95	4	4	85%	27%	5%	Transfer	5
Templeton RECC	10,130	0.08%	5.61%	\$264.57	2	1	100%	9%	6%	Direct	6
Truro Police	2,483	0.04%	5.64%	\$477.11	2	1	100%	3%	4%	Direct	6
Tyngsboro Communications	12,000	0.10%	4.36%	\$175.31	2	1	100%	8%	7%	Direct	6

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Upton Regional RECC	14,339	0.09%	3.39%	\$204.50	2	1	100%	31%	6%	Direct	6
Uxbridge Police	14,619	0.11%	3.79%	\$165.03	2	1	100%	5%	8%	Direct	5
Wachusett RECC – Formerly Holden	58,868	0.31%	2.67%	\$165.99	4	3	85%	9%	6%	Direct	4
Wakefield Police	28,110	0.19%	3.87%	\$181.11	3	2	75%	29%	11%	Transfer	9
Walpole Police	26,158	0.20%	3.52%	\$90.36	2	1	100%	6%	5%	Direct	5
Waltham Communications Center	66,250	0.56%	4.93%	\$127.23	6	4	90%	3%	10%	Direct	5
Wareham Police	23,186	0.33%	4.26%	\$104.55	3	2	75%	6%	4%	Direct	7
Watertown Police Department	35,270	0.30%	4.18%	\$208.68	3	2	80%	10%	5%	Transfer	9
Wayland Police	13,916	0.09%	4.25%	\$200.18	2	1	100%	4%	7%	Direct	6
Wellesley Police	30,800	0.19%	5.08%	\$174.58	3	2	75%	5%	4%	Direct	7
West Bridgewater Police	7,717	0.11%	5.17%	\$159.37	2	1	100%	12%	8%	Direct	7
West Newbury Police Department	4,500	0.02%	5.09%	\$558.58	8	1	100%	7%	11%	Direct	6
West Springfield Police Department	49,680	0.55%	3.47%	\$26.94	4	1	75%	27%	9%	Transfer	7
Westborough Public Safety	22,371	0.26%	3.38%	\$129.38	3	2	75%	6%	4%	Direct	6
Western Mass Emergency Communications Center (WESTCOMM) - RECC	110,000	1.42%	4.81%	\$244.42	10	9	85%	6%	5%	Direct	3
Westfield RECC	74,000	0.52%	3.78%	\$126.75	1	1	100%	3%	4%	Direct	4

RECC, Regional PSAP or Single Stream PSAP Location	Population	Percentage of Statewide 911 Volume	Abandoned 911 Calls based on ≤3% of 911 call volume	Average Cost per 911 Call	Primary Workstations	Min. Staffing Per Shift	Retention	Outbound Emergency Transfers	Inbound Emergency Transfers	EMD	Total Number of Category One & Two Criteria Met
C a t e g o r y O n e C r i t e r i a	≤25k	≤1%	≥8%	≥\$40	≤2	≤2	≤75%	≥20%	≥20%	Ø	
C a t e g o r y T w o C r i t e r i a	≤50k	≤3%	≥4%	≥\$30	≤4	≤4	≤80%	≥10%	≥10%	xfer.	
Westford Public Safety Communications	24,000	0.17%	4.62%	\$184.93	1	2	50%	6%	8%	Direct	7
Westminster Police	8,433	0.06%	4.53%	\$285.88	2	1	100%	5%	8%	Direct	6
Weston Police/Fire Communications	11,500	0.12%	3.43%	\$161.05	1	2	75%	31%	8%	Transfer	8
Westport Police Department	16,339	0.15%	5.85%	\$71.06	1	1	100%	7%	5%	Direct	6
Westwood Police	16,354	0.16%	3.88%	\$111.81	2	1	100%	9%	7%	Direct	5
Weymouth Police	59,543	0.65%	3.82%	\$58.30	4	3	85%	7%	7%	Direct	4
Wilbraham RECC	34,921	0.22%	3.53%	\$142.39	5	3	85%	8%	7%	Direct	4
Williamstown Police	9,193	0.08%	4.99%	\$214.21	2	1	100%	6%	3%	Direct	6
Wilmington Public Safety Dispatch	24,000	0.21%	3.24%	\$172.23	3	2	33%	7%	6%	Direct	6
Winchendon RECC	11,717	0.13%	5.63%	\$165.43	2	1	100%	5%	6%	Direct	6
Winchester Police	23,684	0.12%	4.19%	\$277.54	3	2	75%	3%	6%	Direct	7
Woburn Police	42,083	0.50%	4.07%	\$71.56	5	3	85%	25%	8%	Transfer	7
Worcester RECC	220,407	4.49%	8.27%	\$49.59	15	13	85%	18%	3%	Transfer	4
Yarmouth Police	25,237	0.43%	6.59%	\$47.24	2	1	100%	29%	4%	Transfer	8

Appendix B: Conceptual Regionalization Grant Decision Scoring Sheet and Applied Implications Aligned to MCP Grant Recommendations

The following analysis reflects the results of applying MCP's proposed grant evaluation. The intent is to identify where the concept demonstrates measurable statewide return, where outcomes are conditional on design choices, and where S911D investment would carry elevated risk.

Grant Decision Scoring Sheet

Use: Development Grant requests and major regionalization proposals (conceptual consolidations and RECC-to-RECC mergers)

Purpose: Provide a consistent statewide framework for eligibility, scoring, and award structuring.

A. Proposal Information

Applicant / Entity: _____

Proposal Title: _____

Date Received: _____ **Reviewer:** _____

Funding Program: ☐ Development Grant ☐ Support & Incentive (as applicable)

Total Amount Requested: \$ _____

Request Type:

- ☐ New regionalization (single-stream PSAP consolidation)
- ☐ Expansion (new communities joining an operational RECC)
- ☐ RECC-to-RECC merger
- ☐ Facility modification/expansion associated with regionalization
- ☐ Other: _____

B. Go / No-Go Eligibility Gate (Required)

Instructions: Check each item. If any item is "No/Incomplete," the proposal is No-Go for full award and should be restricted to **Tier 1** or deferred pending completion.

Eligibility Requirement	Yes / Complete	No / Incomplete	Notes / Evidence Reference
1. Workload validation completed (call/incident/radio assessment supports staffing, dispatch configuration, workstation/facility sizing)	☐	☐	

Eligibility Requirement	Yes / Complete	No / Incomplete	Notes / Evidence Reference
2. Scope discipline provided (Tier 1 / Tier 2 / Tier 3 breakdown submitted; merger-critical vs modernization vs elective expansion separated)	☐	☐	
3. Duplication removal plan provided (systems/facilities/contracts to be retired or avoided; ongoing costs eliminated)	☐	☐	
4. Governance and cost-share model defined (authority model, sustainability, partner confidence, accountability)	☐	☐	
5. Outcomes and reporting plan defined (baseline metrics, target outcomes, milestones, reporting schedule)	☐	☐	

Eligibility Determination (check one):

- ☐ **Go** — eligible for full or phased award
- ☐ **No-Go** — restrict to Tier 1 only or defer pending prerequisites

C. Tiered Scope Summary (Required for Development Grant)

Instructions: Applicant must separate requested costs into tiers. S911D funding may prioritize Tier 1 and condition Tier 2/3 on demonstrated incremental return.

Tier	Summary of Scope	Amount Requested	Recommended State Action
Tier 1 — Merger-Critical Enablement	Minimum scope required to execute regionalization and maintain continuity	\$ _____	☐ Fund ☐ Fund w/ conditions ☐ Defer
Tier 2 — Modernization / Resilience	Enhancements with measurable incremental return; not required for merger	\$ _____	☐ Fund ☐ Fund w/ conditions ☐ Defer
Tier 3 — Elective Expansion / Overbuild	Future growth / elective scope; high bar for eligibility	\$ _____	☐ Fund ☐ Fund w/ conditions ☐ Defer

D. Scoring Rubric (0 – 15 Points Total)

Instructions: Score each domain 0 – 3. Document evidence and rationale.

Score bands:

- 12 – 15: Full support
- 8 – 11: Conditional/phased

0 – 7: Defer major funding

Domain	Score (0 – 3)	Evidence / Notes (Required)
1. Incremental statewide return (measurable improvement beyond baseline; duplication removed; performance gains)	☐ 0 ☐ 1 ☐ 2 ☐ 3	
2. Scope discipline and cost proportionality (tiered scope; best-value pathway; scaled to validated need; Tier 1 dominant)	☐ 0 ☐ 1 ☐ 2 ☐ 3	
3. Workload-aligned staffing, service model, and geographic practicality (validated workload; concierge scope defined; contiguous/border-adjacent footprint or routing maturity demonstrated)	☐ 0 ☐ 1 ☐ 2 ☐ 3	
4. Technology and lifecycle consolidation (platform strategy; duplicate contracts/interfaces retired; lifecycle cost reduction)	☐ 0 ☐ 1 ☐ 2 ☐ 3	
5. Governance, accountability, and sustainability (authority model; cost-share; QA/QI; reporting; financial stability)	☐ 0 ☐ 1 ☐ 2 ☐ 3	
Total Score: _____/15		

Score Band (check one):

- ☐ 12 – 15 Full support recommended
- ☐ 8 – 11 Conditional/phased recommended
- ☐ 0 – 7 Defer major funding

E. Conditions and Required Modifications (If Applicable)

Check all that apply and specify details.

- ☐ Workload assessment required or update required

Details:

- ☐ Staffing/dispatch configuration revision required

Details:

☐ Facility sizing / best-value options analysis required

Details:

☐ Duplication elimination / retirement plan required

Details:

☐ Governance or cost-share agreement required

Details:

☐ Baseline-to-target metrics and reporting plan required

Details:

☐ Tier structure required (Tier 1/2/3)

Details:

☐ Other condition(s):

F. Funding Recommendation (Required)

Recommended Action (select one):

☐ Full award ☐ Phased award ☐ Partial award (Tier 1 only) ☐ Defer pending prerequisites ☐ Deny

Recommended Award Amount (if applicable): \$ _____

If Phased:

Phase 1 amount: \$ _____ Phase 2 amount: \$ _____ Phase 3 amount: \$ _____

Summary justification (2 – 4 sentences):

G. Reviewer Sign-Off

Reviewer Name: _____

Signature / Initials: _____

Date: _____

Applied Implications

Tiered Scope Framework

Implication: The merger's fundable scope is primarily Tier 1 unless the proposal demonstrates specific, measurable duplication removal and service model redesign.

- Because both are already operational RECCs, incremental return is not driven by "becoming regional," but by what changes post-merge (unified workflows, staffing redesign, consolidated technology lifecycle, facility strategy).
- MECC's staffing strain and nearing infrastructure depreciation create pressure to treat the merger as a modernization or expansion vehicle rather than a merger-critical enablement effort.
- The breadth of the proposed merger increases the risk that Tier 2 and Tier 3 scope could be bundled as merger-critical unless scope separation is explicit and enforced.

Applied Result: At this stage, the merger aligns strongly with **Tier 1 merger-critical scope** (integration, continuity, minimum facility/workstation needs driven by validated staffing). Tier 2 modernization is conditional; Tier 3 elective scope is not supported without exceptional statewide return.

Go / No-Go Decision Gate

Implication: The merger trends **Go** only if it demonstrates operational redesign that produces measurable incremental benefit beyond combining two functioning RECCs.

- MECC's current dispatch configuration and staffing strain indicate real operational pressure, but those conditions alone do not justify merger funding, absent a defined redesign of service scope and dispatch roles.
- SEMRECC's mature, well-resourced operating model means incremental return must come from what changes, not from scale alone.
- The merger's complexity increases execution risk; without defined sequencing and redesign commitments, scale does not guarantee improved outcomes.
- The proposal does not yet fully clear a Go threshold because post-merge staffing design, dispatch configuration, and call intake and workflow changes are not defined at a level sufficient to demonstrate duplication removal.

Applied Result: The merger trends **Go** if it includes a defined post-merge operating model that simplifies dispatch configuration, disciplines service scope, eliminates duplicated platforms and overhead, and commits to measurable baseline-to-target outcomes (e.g., reduced transfers, improved resilience). It trends **No-Go for full funding** if it primarily advances facility expansion or preserves existing parallel structures.

Scored Rubric

Implication: Because baseline performance is already strong—particularly at SEMRECC—rubric strength depends on whether the merger provides *incremental statewide return*, not on proposal complexity.

- **Stronger potential:** workforce resilience gains at scale, governance and QA standardization, and unified technology lifecycle planning.
- **At risk:** incremental statewide return if operational workflows remain effectively dual; scope proportionality if facility expansion dominates; and technology consolidation if parallel lifecycles persist.
- A detailed proposal does not inherently score higher; rubric strength depends on what is eliminated or redesigned, not the volume of planned activity.

Applied Result: Absent documented post-merge redesign commitments, this scenario would likely land in a **conditional support tier** rather than a high-priority investment relative to mergers that eliminate transfers and consolidate call intake by design.

Workload Validation Above a Capital Threshold

Implication: A merger tied to facility strategy, staffing redesign, and dispatch configuration changes requires validated workload to avoid funding structural inefficiency.

- MECC's staffing constraints and channel monitoring burden highlight the need to validate combined call, incident, and radio traffic workload before redesigning dispatch roles.
- Dispatch configuration cognitive load²⁴ and staffing structure cannot be addressed credibly without validating workload and aligning staffing and dispatch design to demand.
- Given the scale of the proposal, workload validation should be treated as a design prerequisite, not a post-award refinement.

Applied Result: Any major capital request associated with this merger should be treated as high-risk unless paired with a validated combined workload assessment and right-sized staffing and dispatch configuration.

Sunk Cost Principle

Implication: Prior S911D investment in two operational RECCs provides context but does not justify new development funding without incremental return.

- The analysis shows additional S911D funding is justified only where it produces measurable system improvements that cannot be achieved through coordination, short of merger.

²⁴ “Dispatch configuration cognitive load” refers to the mental workload imposed by dispatch system design choices—such as the number of primary channels, talkgroups, or disciplines a telecommunicator must actively monitor and manage simultaneously. While the term is analytical, it is grounded in established public safety communications guidance on dispatcher workload and staffing adequacy (NENA; APCO) and human factors demonstrating increased error risk under parallel task demands (e.g., Wickens, 2008).

- Treating prior S911D investment as justification risks compounding sunk costs without resolving staffing strain, dispatch complexity, or duplication the merger is intended to address.

Applied Result: Additional development funding should be evaluated strictly on incremental outcomes and best-value pathways; historical investment cannot be the driver.

Explicit Duplication Test

Implication: The merger produces statewide value only if it removes duplication across technology lifecycles, overhead, and operational workflows.

- The current baseline includes separate CAD, radio, CHE, cybersecurity, and reporting lifecycles.
- A merged entity that maintains parallel platform roadmaps and dispatch structures does not eliminate duplication—it repackages it.
- The proposal contains multiple areas of potential overlap; absent a documented decommissioning plan, these overlaps risk becoming permanent.

Applied Result: Return is demonstrated only if the merged plan commits to a single unified lifecycle roadmap and documented elimination of parallel systems, roles, and overhead with defined timelines.

Transition Award Eligibility

Implication: Because this is an RECC-to-RECC merger of two operational centers, Transition Award should not automatically re-trigger.

- Communities served by MECC and SEMRECC already receive regional services; automatic Transition awards would not correspond to a clear increase in service continuity.
- Transition funding should function as a risk-mitigation tool, not as an incentive for structural consolidation.
- Should this merger occur, an entity that is currently receiving a Transition Award should continue to receive the award through the full five-year period.

Applied Result: Any transition support associated with this scenario should be tied to decommissioning of an operational PSAP entity and documented continuity of operations risk, not merger designation alone.

RECC Consolidation Incentive

Implication: A MECC–SEMRECC merger could qualify for a one-time RECC Consolidation Incentive if it demonstrably removes duplication and delivers measurable operational integration—not simply structural consolidation.

- Both entities are already operational RECCs; incremental return must come from validated workload-based staffing redesign and elimination of parallel technology and overhead lifecycles.
- The incentive should require documented retirement of redundant CAD, CHE, radio, cybersecurity, and reporting systems.
- Facility investment must follow a best-value pathway limited to merger-critical absorption, not elective expansion.

- The award should be modest, milestone-based, and tied to formal decommissioning of one operational RECC entity.

Applied Result: The merger would be eligible for a RECC Consolidation Incentive only upon verified duplication elimination and operational integration. Structural merger designation or facility modernization alone would not satisfy incentive intent.

Appendix C: Staffing Assumptions and Explanations

In instances where insufficient or incomplete information is available to fully evaluate a regional PSAP's or RECC's staffing posture, baseline staffing assumptions are applied. These assumptions reflect standard industry practice for maintaining 24/7 coverage of a single position and account for the structural requirements of both 8-hour and 12-hour shift models. Under these baseline conditions, the following considerations apply:

- Staffing a single position around the clock requires a minimum of five to six personnel, which may increase when considering an agency's respective personnel factors such as leave or breaks and meals. An 8-hour structure typically consists of three shifts (or teams): one assigned to days, one to afternoons or evenings, and one to overnights. A 12-hour shift typically consists of four shifts (or teams): one assigned to days and one assigned to nights per rotation. With only three staff members assigned to cover a single position on an 8-hour shift and four assigned to cover a 12-hour shift (a one-to-one ratio), there is no built-in coverage for relief (breaks/meals) or time off; any leave would require another team member to cover on their scheduled day off, potentially resulting in overtime. Introducing a fourth or fifth staff member (8-hour and 12-hour, respectively) provides some relief by allowing limited coverage when one person is absent; however, flexibility remains restricted. In this scenario, only one person can be off at a time across all shifts and the "extra" telecommunicator may be required to work back-to-back shifts (e.g., nights followed by days), which is operationally impractical. Thus, an 8-hour shift, minimally, requires five personnel for one position, while a 12-hour shift, minimally, requires six personnel for one position.
- In the absence of sufficient information to evaluate specific staffing configurations, MCP is providing the following information for consideration only, based on minimum operational assumptions and without assessing alternative or agency-specific scheduling models.
 - To manage routine personnel factors (e.g., breaks, meals, brief absences, or training) within a shift or team, additional staffing may be required beyond the one-to-one coverage model (or the five- to six-person minimums). In practice, this often necessitates two personnel per team for a single position. Under an 8-hour shift model, this equates to six personnel total (two per each of three teams), and under a 12-hour shift model, eight personnel total (two per each of four teams).
- Efficiencies are often achieved as the number of staffed positions increases, meaning a two-to-one staffing ratio may no longer be necessary.

Industry Standard

NFPA 1225: The industry standard requires "a minimum of two qualified telecommunicators on duty and present in the communications center at all times."

Best Practices

Managing multiple talkgroups concurrently increases the risk of missed radio traffic, delayed responses, and reduced situational awareness, particularly during complex or overlapping incidents.

Call-taking and dispatching are distinct functions requiring different skill sets and sustained focus. Dual call-taking and dispatching responsibilities from a single position can compromise both response efficiency and caller safety, as attention is divided between two equally critical tasks. When these duties overlap, the quality

and effectiveness of each may diminish. While the dual-role approach is common within smaller PSAPs, best practice remains the separation of call-taking and dispatching whenever feasible.

Workload Capacity

MCP generally uses the following values—further refined based on local operational conditions:

- Fire: Two incidents, although this number can increase if a tactical dispatcher is present
- EMS: Six incidents
- Fire/EMS combined: Four to six incidents when a tactical dispatcher is present
- Law enforcement: Eight routine incidents

These figures are subjective estimates and assume routine operational conditions. If dispatchers are also responsible for answering incoming 911 calls, their available capacity for incident handling decreases accordingly, further reducing these estimates. Major incidents or complex events further reduce this capacity across all disciplines.

Utilization and Availability

Utilization measures how effectively staff time is used, often calculated as the ratio of productive work time (e.g., call handling, dispatching) to total available work hours. While high utilization rates can indicate efficiency, sustained high utilization may also signal overburdened staff if not managed carefully.

A 100% utilization rate assumes an employee is productively engaged every minute of their shift—an unrealistic expectation that can quickly lead to burnout, performance degradation, and increased turnover. To mitigate this, MCP recommends incorporating buffer time each hour, marking a few minutes as “unavailable” to allow telecommunicators to decompress, reset, or attend to personal needs. This intentional downtime is vital to sustaining mental health and job performance, especially in the high-stress environment of emergency communications. MCP incorporated a 4-minute-per-hour downtime factor into the utilization calculation.

Availability refers to the actual number of hours staff are scheduled and available to work after accounting for time off, training, and other non-operational commitments. Applying the utilization rate to the net work hours yields a telecommunicator’s true availability for core operational duties.

Staffing Outcomes

A staffing evaluation may determine that a PSAP is sufficiently staffed, overstaffed, or understaffed. However, regardless of this classification, the PSAP may still be short-staffed due to unfilled vacancies within its authorized staffing levels.

- Sufficiently staffed indicates that staffing levels are appropriately matched to workload demands, ensuring efficient and effective operations without excessive strain or idle capacity.
- Overstaffed means the PSAP has more personnel than necessary to efficiently meet workload demands, leading to potential inefficiencies and increased costs.
- Understaffed means that even with all authorized positions filled, the staffing level is inadequate to effectively meet operational demands.