

Blair County



Emergency Service Zone Change Policy

June 2026

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Blair County: Emergency Service Zone Change Policy

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Section I. INTRODUCTION AND PURPOSE

I.A. Purpose

To establish a clear, consistent, and transparent framework for the adjustment of Emergency Service Zones (ESZs) within the County's Public Safety Answering Point (PSAP) and Provisioning Boundary. This policy is intended to ensure that all ESZ changes are managed efficiently and in a manner that supports accurate data integration with the Computer-Aided Dispatch (CAD) system, enhances the timeliness and accuracy of emergency response, and maintains edge-matched datasets in support of Next Generation 9-1-1 (NG911) initiatives.

I.B. Goals

Primary Goal:

To provide a standardized and transparent process that enables all ESZ adjustment requests to be evaluated and implemented consistently, efficiently, and with full stakeholder awareness.

Secondary Goals:

1. Optimize Emergency Response Outcomes

To promote logical, data-driven ESZ configurations that prioritize effective and timely emergency service delivery.

2. Ensure Stability in Service Boundaries

To establish clear and consistent standards governing the frequency and justification for service boundary changes, minimizing unnecessary disruption.

3. Enhance Stakeholder Communication

To improve coordination and information sharing among municipalities, response agencies, and County agencies throughout the ESZ adjustment process.

4. Support NG911 Data Integrity

To maintain accurate, consistent, and edge-matched geospatial data that aligns with NG911 requirements and supports interoperable emergency response systems.

Section II. DEFINITIONS AND STRUCTURE

II.A. Political Boundary Definitions:

1. **Political Boundary:** The geographical area that represents which governmental entity has jurisdiction. Political boundaries have a legal description that supersede any drawn line. The data is used for reference.

II.B. Primary Boundary Definitions:

1. **Public Safety Answering Point (PSAP) Boundary:** The geographical area that represents which physical or virtual call center a 9-1-1 call is first routed to. (Can deviate substantially from Provisioning Boundary)
2. **Provisioning Boundary:** The geographical area that defines the area of responsibility for a PSAP to provide GIS data to PEMA and the NG9-1-1 system. (Typically follows political boundaries. *i.e.*, municipal or county boundaries)
3. **Emergency Service Boundary (ESB):** The geographical area that distinguishes response agencies within a single type of emergency service, over the entire area of the PSAP and Provisioning Boundaries. (*e.g.*, the combined Service Areas of all Law enforcement agencies within the PSAP)

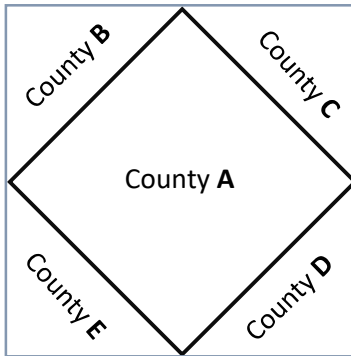
II.C. Sub-Boundary Definitions:

1. **Service Area:** The geographical area that is a single response agency's first due area. This is a sub-boundary of the ESB.
2. **Police Beat:** The geographical area that represents specific resources and response protocols within a single law response agency's Service Area. This is a sub-boundary of their Service Area, unless their entire Service Area has the same response protocols, and represents the smallest sub-boundary used in CAD.
3. **Fire Box:** The geographical area that represents specific resources and response protocols within a single fire response agency's Service Area. This is a sub-boundary of their Service Area, unless their entire Service Area has the same response protocols, and represents the smallest sub-boundary used in CAD.
4. **EMS Box:** The geographical area that represents specific resources and response protocols within a single Emergency Medical Service response agency's Service Area. This is a sub-boundary of their Service Area, unless their entire Service Area has the same response protocols, and represents the smallest sub-boundary used in CAD.
5. **Emergency Service Zone (ESZ):** The geographical area that represents a unique combination of all overlapping boundaries to include Service Areas of all the emergency response agencies that provide service within a specified 9-1-1 governing authority's jurisdiction. ESZs are the smallest sub-boundary unit. Within the GIS, ESZs are used to maintain all other emergency service-related boundaries.

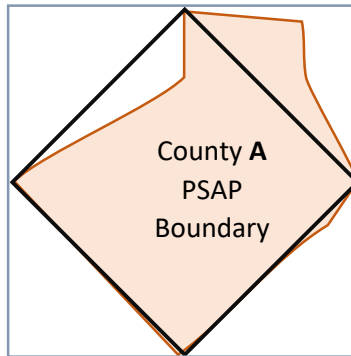
II.D. Boundary Composition and Interaction Graphics:

The following depict how each boundary type interacts to ultimately form individual ESZs.

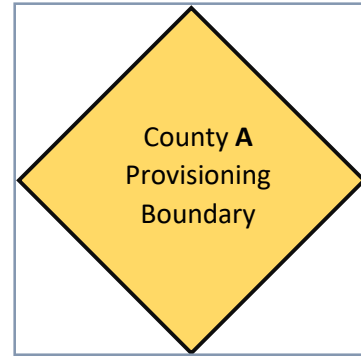
Political Boundaries



PSAP Boundary

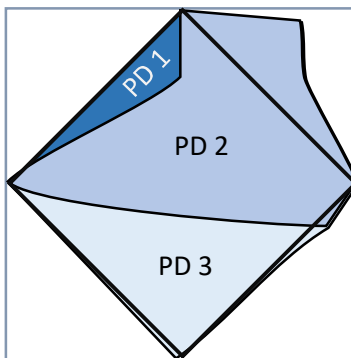


Provisioning Boundary

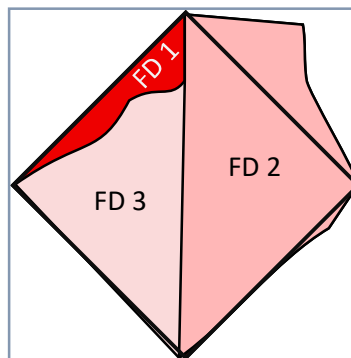


Emergency Service Boundaries

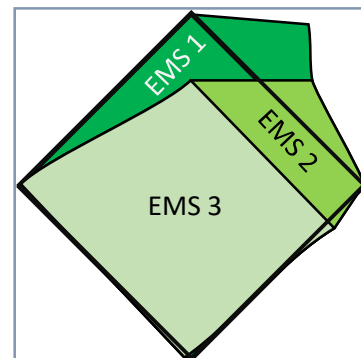
Law ESB



Fire ESB

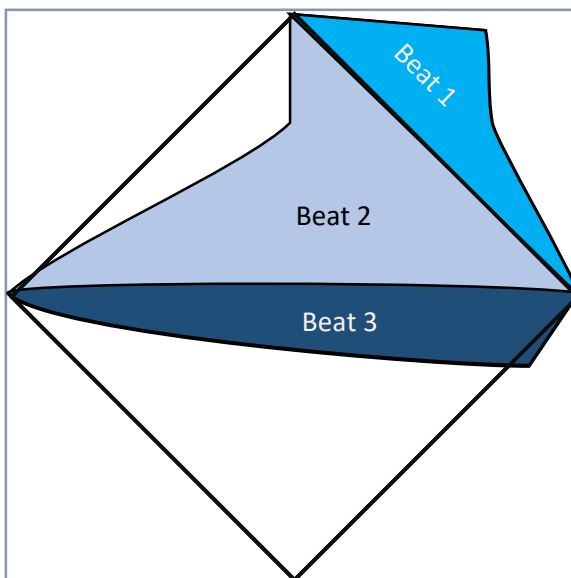


EMS ESB

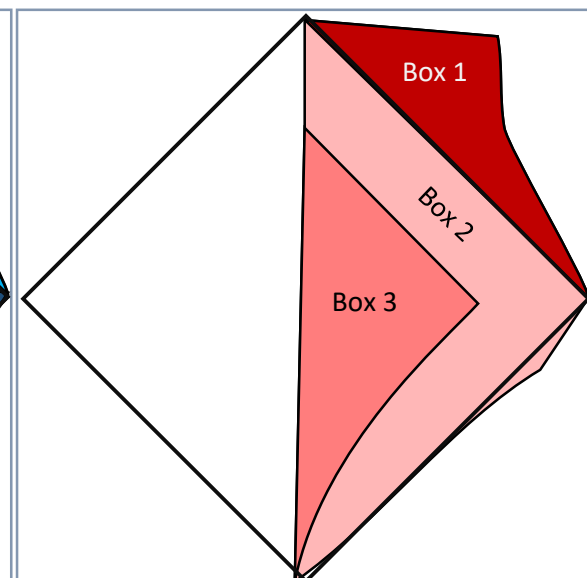


Service Areas and their sub-boundaries

PD 2's Police Beats

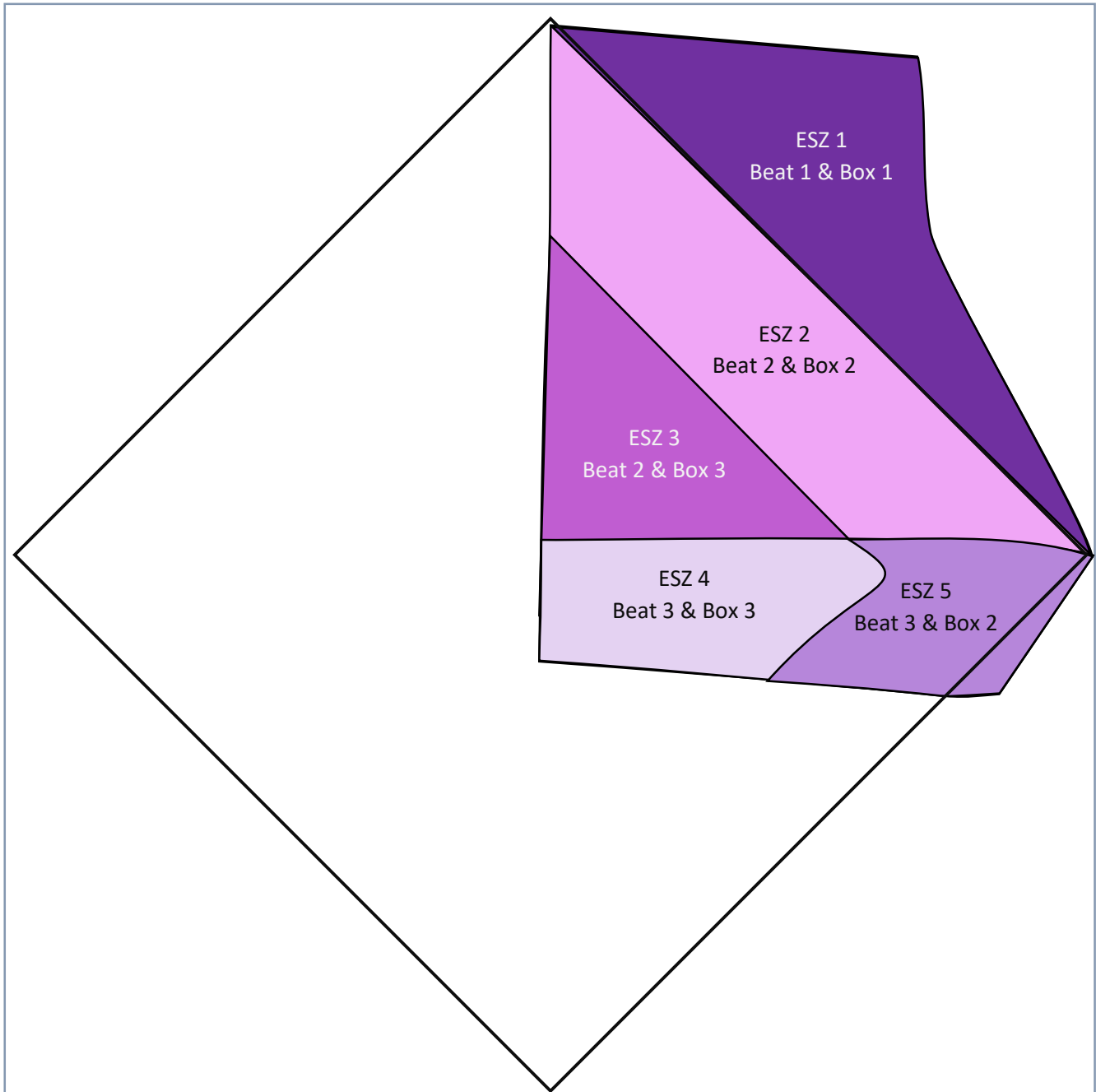


FD 2's Fire Boxes



How ESZs are Determined

ESZs Created due to Overlap of PD 2's and FD 2's Service Area



This example shows only the overlapping areas between two response agencies. It is important to realize that in real life boundaries between response agencies are much more complex. Wherever it is sensible the boundaries between response agencies to include their sub-boundaries should be aligned to decrease the unnecessary creation of additional ESZs.

Section III. CHANGE REQUEST WORKFLOW

III.A. Change Request, Form 1: Initial Request (*Form 1*)

A change request must be submitted to Blair County Emergency Services Department (BCDES) by means of *Form 1*. *Form 1* can be submitted by either the municipality that the change is occurring within, or the response agency; however, no changes will be made until official municipal approval has been given via *Form 4*, or equivalent ordinance or resolution adopted by the municipality. Requests will be tracked via official Change Request Forms, from the initial request through approval and implementation. All parties will receive a copy of the completed Change Request Forms, at the completion of the request. Completed Change Request Forms and their supplemental documents and or maps will be permanently filed with BCDES. If the change impacts multiple municipalities, the request will be separated by municipality, and each request will follow the same process as described in this workflow.

Exception – minor changes that do not include any of the following can be made by the head of the response agency using Form 1 and duly submitted to BCDES for review and implementation. BCDES will review the request and annotate on *Change Request, Form 2: Initial Review* (Form 2) if it meets the criteria for a minor change. If it does not meet the criteria for a minor change BCDES will annotate that on Form 2 and continue processing the request as outlined for all other changes.

Minor Change Requests Cannot Include:

- Changes to response – to include mutual aid
- Changes to boundaries – to include boxes/beats

An example of a minor change request would be a change caused by a change of apparatus or apparatus status.

Form 1 – Workflow Matrix			
Completed By	Previous Form	Action	Next Step
Requestor	N/A	Submit Form to BCDES	Form 2

III.B. Change Request Form 2: Initial Review (*Form 2*)

Upon receipt of *Form 1*, BCDES will initiate *Form 2*, and decide if the request falls within a standard change request or if it qualifies as a minor change. BCDES will also evaluate if the request creates or worsens an existing public safety concern.

Public Safety Concern:

If a request is evaluated to have public safety concerns, the concerns will be documented on *Form 2* and subsequently provided to the requestor and the related municipality for their acknowledgement. Processing of the request will be paused until the requestor provides a written response that clearly states the following:

1. That they have read and understand the documented public safety concern
2. That they choose to proceed in one of the following fashions:
 - a. Force the request forward as is (only a municipality can choose this option)
 - b. Modify the request, (including the details of the modification)
 - c. Retract their request

Forced Requests:

Will be processed despite the public safety concern. All correspondence relating to the concern will accompany the request documentation.

Modified Requests:

Will be reevaluated for public safety concerns. If concerns are still present BCDES will repeat the process until the concerns are addressed or the request is Forced by the municipality or Retracted by the requestor.

Retracted Requests:

Will not be filed. If the submitter later decides they want to submit the request again they may do so as if it was a new request.

Minor Changes:

If the request is determined a minor change, BCDES will skip ahead to *Form 5* and implement the changes requested. Filing only *Forms 1, 2 & 5* for record.

Standard Changes – Not Requiring GIS Modification:

For standard changes that do not require any GIS modification, BCDES will seek a completed *Form 4* from the municipality(s) involved with the request. In lieu of *Form 4*, BCDES will accept an approved ordinance or resolution that adequately defines the change request. BCDES will not accept an ordinance or resolution in lieu of *Form 4* if it does not clearly define the change that is to occur. Following the receipt of the municipal approval, BCDES will complete *Form 5* during the implementation of the request. *Forms 1, 2, 4 & 5* along with their supporting documentation will be retained as record and provided to the municipality(s) involved.

Standard Changes – Requiring GIS Modification:

For standard changes that require GIS modification, BCDES will forward BCGIS *Form 1* and *Form 2* so that BCGIS can develop a draft map with the requestor and/or the municipality(s) affected. Following review of the mapped changes BCDES will seek a completed *Form 4* from the municipality(s) involved with the request. In lieu of *Form 4*, BCDES will accept an adopted ordinance or resolution that adequately defines the change request. BCDES will not accept an ordinance or resolution in lieu of *Form 4* if it does not clearly define the change that is to occur. Following the receipt of the municipal approval, BCDES will simultaneously complete *Form 5* and forward *Form 4* to BCGIS who will complete *Form 6* to finalize implementation. BCGIS will return the completed *Form 6* to BCDES where *Forms 1- 6* along with their supporting documentation will be retained as record and provided to the municipality(s) involved.

Form 2 – Workflow Matrix			
Completed By	Previous Form	Action	Next Step
BCDES	Form 1	Minor Change → Implement	Form 5
BCDES	Form 1	Change w/o GIS Edits → Get Approval	Form 4
BCDES	Form 1	Change w/ GIS Edits → Send to BCGIS	Form 3
BCDES	Form 1	Public Safety Concern → Document and Notify	Pause

III.C. Change Request Form 3: GIS Review (*Form 3*)

Form 3 is only utilized when a GIS data change is requested. This means that an ESZ's boundary is modified, or its attribute information is changed to reflect a change in response agency or box/beat information.

BCGIS will work directly with the requestor to develop a draft map that must be reviewed by the municipality(s), response agency(s), and BCDES before it can be approved and implemented.

During the mapping process it is recommended that service boundaries are drawn in such a way that they abide by the best practices outlined in *Section 5*. In summary, boundaries:

- Do not bisect real living/working areas of a property
- Give preference to taxing municipality in locations where taxation does not align with referenced municipal boundaries
- Gives preference to real access of property to prevent undue transit by the responding agency. Account for physical barriers that prevent access from what would otherwise appear to be the closer response agency

Whenever a change request will impact an area where taxing municipality does not match the referenced municipal boundary. BCGIS will open communication between both municipalities so that the municipalities involved can discuss and resolve the discrepancy at the municipal level.

Form 3 – Workflow Matrix			
Completed By	Previous Form	Action	Next Step
BCGIS	Form 2	Draft Map Creation and Dissemination	Form 4

III.D. Change Request Form 4: Municipal Attestation (*Form 4*)

Form 4 shall be completed by the municipality(s) involved with the change request, including municipalities that were identified as being impacted during the GIS Review. With exception of requests deemed as Minor Changes by BCDES on *Form 2*.

A copy of an adopted ordinance or resolution may be used in lieu of *Form 4*. However, if the ordinance or resolution does not adequately define the change request, BCDES will request clarification to be accompanied with a fully executed *Form 4*.

When a municipality completes *Form 4*, in addition to signatures, any change request that had an associated map produced by BCGIS shall list the Map ID of the final map version only. The Map ID indicates which map represents the approved changes. Only one Map ID is permitted per Form. If additional maps are being approved in association with the change request, each map will require a fully executed *Form 4*. This is done to provide clear distinction and approval between the changes.

If no mapping was required to process the change request the municipality shall indicate 'N/A' in the space allotted for Map ID.

Form 4 – Workflow Matrix			
Completed By	Previous Form	Action	Next Step
Municipality	Form 2	Approved w/o GIS Edits → Implementation	Form 5
Municipality	Form 3	Approved w/ GIS Edits → Implementation	Form 5

III.E. Change Request Form 5: BCDES Implementation (*Form 5*)

Form 5 will be completed by BCDES following submission of *Form 4* or acceptable adopted ordinance or resolution. BCDES will follow their internal procedure for updating CAD to reflect the approved changes.

If the change request involved a GIS change, BCDES will forward *Form 4* or equivalent to BCGIS so they can implement the changes, as recorded on *Form 6*.

After all required forms and associated documents are collected by BCDES, a copy compiled copy will be provided to the requestor and any municipality involved. BCDES will permanently keep the record on file.

Form 5 – Workflow Matrix			
Completed By	Previous Form	Action	Next Step
BCDES	Form 4	w/o GIS edits → Implement & File for Record	File
BCDES	Form 4	w/ GIS edits → Implement & Forward to GIS	Form 6

III.F. Change Request Form 6: BCGIS Implementation (*Form 6*)

Form 6 will be completed by BCGIS following notification of approval by BCDES via *Form 4* or equivalent. BCGIS will make the approved changes in the GIS data and submit the data to be consumed by the CAD system and Next Generation 911 (NG911) at the next scheduled data upload.

BCGIS will submit the completed *Form 6* to BCDES. At which point it will be included in a copy of all the change request documents that will be sent to all stakeholders, and subsequently permanently filed by BCDES.

Form 6 – Workflow Matrix			
Completed By	Previous Form	Action	Next Step
BCGIS	Form 4	Implement & Return to BCDES for Filing	File

Section IV. CHANGE REQUEST SUBMISSIONS

IV.A. Eligible Submission Windows

Limiting the frequency of ESZ changes is essential to maintaining operational consistency, data integrity, and administrative efficiency. Frequent or unnecessary adjustments can introduce confusion among responders, increase the risk of errors within CAD and GIS systems, and create misalignment with NG911 data standards. By limiting when changes are submitted, the County can ensure that modifications are deliberate, justified, and supportive of reliable, equitable, and effective emergency response.

1. Response agencies may submit a Change Request annually during the months of January and February via *Form 1: Initial Request*. The request process may extend beyond the month of February, but new requests starting March 1st must be covered by approved exception criteria to be considered for action.

2. Municipalities may submit a Change Request at any time via *Form 1: Initial Request*, but it is recommended that they abide by the same submission window as the response agencies.

IV.B. Approved Exceptions

1. Response Agency's station changes location, or a station is either added or removed.
2. New leadership for either the Response Agency or Municipality is selected or elected.
3. New Response Agency or decertification of Response Agency
4. Change in available apparatus or capabilities

Section V. BOUNDARY BEST PRACTICES

V.A. Understanding Political Boundaries

1. Although political boundaries appear definitive on a map for the purposes of emergency response political boundary data is non-authoritative. They are strictly a graphical representation of a written legal description. This means that there is always some degree of inaccuracy, it just depends on how closely you look. For this reason, the County evaluates any emergency service edit that involves areas where taxation differs from the referenced political boundary with the aid of both the municipality indicated by the boundary and the municipality(s) indicated in the assessment record. Emergency service zones are not required to follow the referenced political boundaries. This allots emergency response the flexibility to bypass errors or oddities in the political boundary to provide real-world solutions agreed on by the respective municipalities.
2. The County does not continuously maintain political boundaries. Instead, the County references the PennDOT maintained County and Municipal boundary layers because at the time of the NG911 implementation these layers were the best state-wide boundary layers available, and the preponderance of counties across the state informally agreed to adopt the PennDOT county boundary layer to assist with the process of edge matching their data as required by NG911.
3. **How to Handle Inaccuracies Related to Political Boundaries:**
 - a. If there are inaccuracies with the emergency service boundaries due to an incorrect municipal line the change request process outlined in this policy can be used to make a correction directly, independent of any municipal line update.
 - b. If there are inaccuracies with a political boundary, please provide the County with the relevant legal descriptions and survey data if available so we can work with the state-level data steward to have the boundary corrected. Following correction at the state-level the County will update in kind.
4. At the time of this policy's implementation PennDOT is the data steward for the political boundary data referenced by the County, however if the State changes which state-level department/agency maintains the data the County will subsequently work with the new data stewards for all updates and corrections.

V.B. Emergency Service Boundary Fundamentals

1. **Euclidean Distance:** (as the crow flies) Is straight line distance between two points. It assumes straight and unobstructed distance. It does not factor in terrain or road networks. This is the least informative distance to use when determining emergency service areas. Using Euclidean Distance to make decisions while looking at maps is a common pitfall because a map with an overhead perspective presents an unobstructed view between two locations. Maps rely on additional data and trained viewers to better understand the true proximity of features.
2. **Network Distance:** (road-based travel path) Is the shortest distance between two points as traveled on a road network that connects the two points. In many instances the network distance is substantially longer than the Euclidean Distance. Accounting for Network Distance will have a positive impact on establishing emergency service boundaries.
3. **Municipal Boundary Mismatch:** When one or many parcels are taxed in a different municipality than represented by the referenced municipal boundary. Any observed occurrences of Municipal Boundary Mismatch will be resolved through communication with all involved municipalities. The municipalities must reach an agreement with each other and formally inform the County of the result by completing *Form 4* associated with the change request that attests that the provided map accurately reflects the desired coverage.
4. **Operational Accessibility:** (can you get there) Also referred to as “real access” or “functional accessibility” goes beyond Network Distance in that it considers factors that are between the destination and the road network. For instance, a cabin may have two access roads, one access is easier to reach by the primary road network but is separated from the cabin by a stream and pedestrian bridge. In this case the longer access road would be preferable for response. Operational Accessibility should be considered preemptively so service boundaries can account for special circumstances in advance of a request for service. Response agencies with direct knowledge of the area should be consulted on these matters whenever possible.
5. **Physical Barriers:** Any natural or manmade feature or condition that would prohibit access to a location. Examples include weight restricted bridges, gates, rivers, cliffs/steep terrain, flood waters, etc.
6. **Real Living/Working Areas:** Defines the area related to an address point or other location such as a park or large building that one would expect to be occupied by people living at or visiting said location. These areas are best to keep within a single emergency service zone so that requests for service are handled in the same manner regardless of where the call originates from within. NG911 call handling and initial dispatching suggestions are location based, if Real Living/Working Areas are not considered it is possible that a call from the backyard of a residence would cue a different emergency response than a call placed from within the residence. The Real Living/Working Areas are typically defined by property ownership, but for larger properties Operational Accessibility should be accounted for.
7. **Taxing Municipality:** The municipality that receives tax revenue from the assessed property as represented by the County’s GIS parcel data as maintained by the County Assessment Office.

Section VI. COVERAGE DISPUTE RESOLUTION

VI.A. Conflict Hierarchy

The County's role is to operationalize the municipally determined coverage. The County does not have the legal authority to dictate emergency service coverage. When there are coverage disputes at either the municipal or response agency level the County will respond as follows:

1. If the conflict is between response agencies, the County will continue to dispatch as last formally agreed until the County receives and processes a change request that includes the duly executed approval by the municipality that the area of conflict resides within.
2. If the conflict is between municipalities the County will continue to dispatch as last formally agreed until the County receives and processes a change request that includes the duly executed approval by each of the municipalities that have legitimate claim to the area of conflict. Legitimate claim is established if the area is believed to be within the municipal boundary or assessed to the municipality.

VI.B. Methods of Support

The County will, by request, provide neutral support to any party directly involved in a coverage dispute via the following means:

1. Will generate a map or maps representing current coverage (printing fees may apply)
2. Will generate proposed coverage maps (printing fees may apply)
3. Will provide responses and recommendations informed by public safety considerations

SOURCE GUIDE

1. PA Title 8, Boroughs and Incorporated Towns Chapter 12, Section 1202: Specific Powers, subpart (56).
2. PA Title 8, Boroughs and Incorporated Towns Chapter 12, Section 1302: Tax Levy, subpart (a)(6).
3. Second Class Township Code, 53 Pa.C.S, Article XV, Section 1553: Emergency Services.
4. Second Class Township Code, 53 Pa.C.S, Article XXXII, Section 3205: Township and Special Tax Levies, subpart (4).

APPENDIX

VII.A. Change Request Form 1: Initial Request

VII.B. Change Request Form 2: Initial Review

VII.C. Change Request Form 3: GIS Review

VII.D. Change Request Form 4: Municipal Attestation

VII.E. Change Request Form 5: BCDES Implementation

VII.F. Change Request Form 6: BCGIS Implementation



Change Request Form 2: Initial Review



Initial Review by Blair County Department of Emergency Services (BCDES)

Date Received: _____ Reviewer: _____

Is the request a minor change that can be handled directly without municipal involvement?

☐ Yes ☐ No

Does the request impact more than one municipality?

☐ Yes ☐ No

Does the request require creation of a new service area to include a new box or beat?

☐ Yes ☐ No

Does the request require changes to service areas of more than one service provider?

☐ Yes ☐ No

Does the request create any new or worsen any existing public safety concerns?

☐ Yes ☐ No (If 'Yes,' explain in **BCDES Comments** section below)

BCDES Comments: _____

If this request is a minor change proceed to Form 5.

If this request is **not** a minor change, send this form along with any submitted description information to Blair County GIS (BCGIS) so they can work with the requesting entity to develop a draft map. Submit to: GIS@blaircountypa.gov and Requesting PoC's email

Projected Completion Date: _____ (subject to change)

Date Reviewed: _____ Signature: _____

- If change is minor and does not require municipal approval file completed forms: 1, 2 & 5
- If change does not require a GIS change, but does require municipal approval, file completed forms: 1, 2, 4 & 5
- If changes require a GIS change, file completed forms: 1-6



Change Request Form 3: GIS Review



BCGIS Review and Draft Map Generation

Date Received: _____ Reviewer: _____

Evaluations for Draft Development:

- ☐ Ensured service boundaries do not bisect real living/working areas
- ☐ Ensured service boundaries consider real access and operational accessibility
- ☐ Ensured decisions of municipal boundary mismatch involved taxing municipality
- ☐ Ensured there are no gaps between ESZ
- ☐ Ensured there are no overlaps between ESZ

Draft and Review Cycle:

1. Initial electronic copy of Draft Map has been submitted to the following for Draft Review:

- ☐ Service Provider **Date:** _____
- ☐ BCDES **Date:** _____
- ☐ Municipality **Date:** _____

☐ Initial printed copy of Draft Map was provided to BCDES **Date:** _____

2. Last feedback on Draft Map was received: *(all feedback will be retained)*

- ☐ Service Provider **Date:** _____
- ☐ BCDES **Date:** _____
- ☐ Municipality **Date:** _____

3. Number of review iterations: _____

4. ☐ Final Map of Change Request provided to Municipality **Date:** _____

Final Map ID Number: _____

BCGIS Comments: _____

Signature: _____ **Date:** _____

After final map is provided return this form to BCDES for filing



Change Request Form 4: Municipal Attestation



An ordinance or resolution from the municipality can be used in lieu of this form

As per the BCGIS map, with Map ID: _____ the municipality attests the following: *(Mark 'N/A' if no mapping changes required)*

If no mapping changes occurred only condition one applies

1. The requested change has been reviewed with all **the primary and secondary Emergency Response Agencies affected.**
2. The map reflects **authoritative, real-world emergency service areas.**

Authorized by the following Municipal Officials *(use as many as needed)*

Name / Title: _____

Signature: _____ Date: _____

Name / Title: _____

Signature: _____ Date: _____

Name / Title: _____

Signature: _____ Date: _____

Name / Title: _____

Signature: _____ Date: _____

Name / Title: _____

Signature: _____ Date: _____

Name / Title: _____

Signature: _____ Date: _____

Name / Title: _____

Signature: _____ Date: _____

*Submit this page and any related ordinance or Resolutions to:
BCGIS and BCDES for implementation*



Change Request Form 5: BCDES Implementation



BCDES Implementation of Changes

Date Approval Received: _____ (not needed for minor changes)

Date CAD Edits Were Made: _____

BCDES Comments: _____

Name/ Title: _____

Signature: _____ Date: _____

When CAD changes are completed notify BCGIS so data can be pushed to CAD



Change Request Form 6: BCGIS Implementation



BCGIS Implementation of Changes

Date Approval Received: _____

Date GIS Edits Submitted to CAD: _____

BCGIS Comments: _____

Name/ Title: _____

Signature: _____ Date: _____

After data is pushed to CAD return this form to BCDES with notification of push