

# CSI - Ohio

## The Common Sense Initiative

### Business Impact Analysis

Agency Name: Ohio Board of Building Standards

Regulation/Package Title: Ohio Plumbing Code

Rule Number(s): 4101:3-2-01, 4101:3-3-01, 4101:3-4-01, 4101:3-6-01, 4101:3-10-01,  
4101:3-13-01

Date: August 27, 2013

**Rule Type:**

☐ New

☒ Amended

☐ 5-Year Review

☐ Rescinded

The Common Sense Initiative was established by Executive Order 2011-01K and placed within the Office of the Lieutenant Governor. Under the CSI Initiative, agencies should balance the critical objectives of all regulations with the costs of compliance by the regulated parties. Agencies should promote transparency, consistency, predictability, and flexibility in regulatory activities. Agencies should prioritize compliance over punishment, and to that end, should utilize plain language in the development of regulations.

### **Regulatory Intent**

**1. Please briefly describe the draft regulation in plain language.**

*Please include the key provisions of the regulation as well as any proposed amendments.*

The Ohio Board of Building Standards (Board) proposes to amend Ohio Administrative Code (OAC) Rules as follows:

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[CSIOhio@governor.ohio.gov](mailto:CSIOhio@governor.ohio.gov)

4101:3-2-01 to modify definition of “approved agency” consistent with proposed change in the Ohio Building Code and to delete definition of lead-free pipe and fittings as a result of the federal law change effective January 4, 2014.

4101:3-3-01 to add exception for shower liner test for one-, two-, and three- family dwellings.

4101:3-4-01 to add exception for shower liner test for one-, two-, and three- family dwellings.

4101:3-6-01 to address new lead content of drinking water pipe and fittings by referencing NSF 372 as a result of federal law change effective January 4, 2014.

4101:3-10-01 to reference barrier-type trap seal protection device as a result of approved Petition #13-003 and to add trap primer exception for one-, two-, and three family dwellings.

4101:3-13-01 to add standard NSF 372-2010 which is the standard used to evaluation the weighted average of lead as a result of federal law change effective January 4, 2014.

**2. Please list the Ohio statute authorizing the Agency to adopt this regulation.**

Revised Code § 3781.10: <http://codes.ohio.gov/orc/3781.10>

**3. Does the regulation implement a federal requirement? Is the proposed regulation being adopted or amended to enable the state to obtain or maintain approval to administer and enforce a federal law or to participate in a federal program?**

*If yes, please briefly explain the source and substance of the federal requirement.*

Yes. Section 1417 of the Safe Drinking Water Act was amended in 2010 by Public Law 111-38 to change the definition of lead free from not more than 8 percent lead to not more than a weighted average of 0.25 percent. The effective date of this change is January 4, 2014. The proposed changes coordinate the plumbing code definitions with this definition and includes standard NSF 320 used to evaluate the weighted average of lead.

**4. If the regulation includes provisions not specifically required by the federal government, please explain the rationale for exceeding the federal requirement.**

Not applicable.

**5. What is the public purpose for this regulation (i.e., why does the Agency feel that there needs to be any regulation in this area at all)?**

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Revised Code § 3781.06 requires that all buildings used as a place of resort, assembly, education, lodging, dwelling, trade, manufacture, repair, storage, traffic, or occupancy by the public, and all other buildings shall be safe and sanitary. This rule package sets forth the construction standards for nonresidential buildings to ensure that new construction is safe and sanitary.

**6. How will the Agency measure the success of this regulation in terms of outputs and/or outcomes?**

The enforcement of these rules will be implemented by certified township, city, and county building departments. Rule 4101:1-1-01 lays out the administrative procedures certified building departments must follow to implement the substantive requirements of these rules to determine compliance. These provisions require a builder or owner to make application to a building department to obtain an approval to build (permit). As part of this application the owner must submit sufficient information and/or construction documents for the building official/plans examiner to determine whether the proposed work complies with the code. After the builder or owner obtains the approval (permit), construction may commence and the building department inspectors will inspect the construction to ensure that the work conforms with the original approval. Rule 4101:1-1-01 § 105.2 provides that in the absence of fraud or a serious safety or sanitation hazard, any residential structure built in accordance with approved plans shall be conclusively presumed to comply with these rules. The Board requires that certified building departments submit an annual yearly operational report which lists the following information: current employees and their certifications, total number of permits issued during the year for single family, two-family, and three family, total number of inspections made, the total value of construction, and the total number of appeals of the code requested by a builder or owner during the year.

**Development of the Regulation**

**7. Please list the stakeholders included by the Agency in the development or initial review of the draft regulation.**

*If applicable, please include the date and medium by which the stakeholders were initially contacted.*

Continuing law in Rule 4101:3-13-01 was previously reviewed by the Common Sense Initiative (CSI) Office. On October 31, 2012, the CSI Office issued a memorandum making no recommendations regarding this rule and concluded that the Board should proceed with formal rule filing with the Joint Committee on Agency Rule Review.

On July 8, 2013, the Board sent an email to all agency stakeholders informing them of a scheduled stakeholder meeting on July 19, 2013 to hear comments and respond to questions on these rules. The email and stakeholder distribution list are attached as Exhibit A. The notice summarized the proposed amendments and also informed stakeholders that they if

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they could not attend the stakeholder meeting, they could submit questions or comments via email or regular mail by July 31, 2013. On July 19, the Board conducted a stakeholder meeting on the proposed rules between 11:00 AM and 12:00 PM and the following individuals attended: Richard Lecher, IBI and Dave Redinger, Resource International Inc.

**8. What input was provided by the stakeholders, and how did that input affect the draft regulation being proposed by the Agency?**

No comments were submitted related to these rules.

**9. What scientific data was used to develop the rule or the measurable outcomes of the rule? How does this data support the regulation being proposed?**

Continuing law is based on the 2009 International Plumbing Code (IPC) promulgated and amended by the International Code Council (ICC). The model codes developed by ICC are updated every three years through a process that incorporates petitioning, public hearings and voting by ICC members. The ICC Committees that oversaw the development of the different provisions 2009 IPC included code officials, engineers, plumbing contractors, and representatives from the National Association of Home Builders, insurance industry, and other professional organizations.

When a petition to amend the model code is submitted, the proponent of the change must submit the proposed language of the amendment, the reason for the amendment including scientific data when applicable, and the cost impact of the amendment. All submitted petitions are then published prior to initial code development hearings on the petitions. Interested persons may review the proposed changes and attend the code development hearing and provide comments. A report then is published on the public hearings for review and then final action is taken on the proposed changes at final action hearings. All successful changes are incorporated into the next edition of the model code.

Upon publication the Board's code committee reviews each substantive change included in the newest edition of the code and determines whether to recommend the change to the Board for adoption. The Board last fully updated the Ohio Plumbing Code on November 1, 2011.

**10. What alternative regulations (or specific provisions within the regulation) did the Agency consider, and why did it determine that these alternatives were not appropriate? If none, why didn't the Agency consider regulatory alternatives?**

The proposed changes included in this rule packages are the result of federal law change to list previously approved plumbing requirement exemptions for 1-, 2-, 3- family to plumbing code users (contractors/inspectors). To not make these changes would prevent designers and building owners from taking advantage of these clarifications.

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**11. Did the Agency specifically consider a performance-based regulation? Please explain.**

*Performance-based regulations define the required outcome, but don't dictate the process the regulated stakeholders must use to achieve compliance.*

Continuing law permits a registered design professional's alternative engineered design to be a compliance alternative method to the prescriptive requirements of the code. Section 106.5 of the Ohio Building Code permits a registered design professional to submit sufficient technical data to substantiate that performance of the proposed alternative engineered design meets the intent of the code. Additionally, Ohio Building Code § 107.4.3 provides that when construction documents have been prepared by an Ohio registered design professional conforming to the requirements of the rules of the Board pertaining to design loads, stresses, strength, and stability and other requirements involving technical analysis, the documents need only be examined to the extent necessary to determine conformity with other requirements of the rules of the Board.

**12. What measures did the Agency take to ensure that this regulation does not duplicate an existing Ohio regulation?**

Editorial changes are routinely made to the rules to provide consistency with the Ohio Revised Code and other Board and agencies' rules. The rules included in this package are intended to coordinate with federal law and duplicate exceptions to the residential plumbing requirements currently only located only in the Residential Code of Ohio. Plumbing contractors and inspections routinely only work out of the plumbing code. Exceptions to certain plumbing requirements for 1-, 2-, 3 family recommended by the Residential Construction Advisory Committee and adopted by the Board effective January 1, 2014 are only listed in the Residential Code of Ohio. Adding the exceptions to the plumbing code rules will make it easier for the plumbing contractors/inspections to be made aware of the exceptions.

**13. Please describe the Agency's plan for implementation of the regulation, including any measures to ensure that the regulation is applied consistently and predictably for the regulated community.**

These rules are enforced by both certified building departments and local health districts. The Board certifies plumbing inspectors who work in certified local building departments and the Division of Industrial Compliance (DIC) certifies plumbing inspectors who work in health districts. All certified plumbing inspectors must complete continuing education to maintain their certifications and continue to be authorized to enforce these rules. The Board and DIC has authority to suspend or revoke certifications for failure to properly enforce the rules. Also, the Board has a staff member dedicated to responding to complaints by persons affected by the Board rules.

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### **Adverse Impact to Business**

**14. Provide a summary of the estimated cost of compliance with the rule. Specifically, please do the following:**

**a. Identify the scope of the impacted business community;**

The Board does not estimate an increased cost to the business community to comply with the substantive changes in the rules. Other potential impacts include time spent to familiarize oneself with the substantive changes and the purchasing of the update pages for code books.

**b. Identify the nature of the adverse impact (e.g., license fees, fines, employer time for compliance); and**

See above.

**c. Quantify the expected adverse impact from the regulation.**

The adverse impact can be quantified in terms of dollars, hours to comply, or other factors; and may be estimated for the entire regulated population or for a “representative business.” Please include the source for your information/estimated impact.

Cost to purchase update pages for a code book is approximately \$24. However, the Board does post adopted amendments to the Board’s rules on its website and provides free online access to eCodes via a link from the Board’s website:

<http://publicecodes.cyberregs.com/st/oh/st/OH-P-2011-000004.htm>

**15. Why did the Agency determine that the regulatory intent justifies the adverse impact to the regulated business community?**

The proposed changes are intended to incorporate federal statutory changes and exceptions to plumbing requirements for 1-, 2-, 3- family dwellings currently only listed in the Residential Code of Ohio.

### **Regulatory Flexibility**

**16. Does the regulation provide any exemptions or alternative means of compliance for small businesses? Please explain.**

The rules do not have special exemptions or alternative means of compliance specifically for small business. Rule 4101:1-1-01 § 109 requires a building official to issue an adjudication order to an owner when the design or construction of a building does not comply with the Ohio Building Code (plumbing code rules are applicable through reference from the building code and residential code). The adjudication order must comply with Revised Code Chapter 119 and give the owner an opportunity to appeal. This mechanism is often utilized by an owner voluntarily to obtain a variance from the requirements.

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Also, Rule 4101:1-1-01 § 106.5 permits alternative engineered designs prepared by a registered design professional to not strictly comply with the prescriptive requirements of the rules. To obtain approvals based on alternative engineered designs, the design professional must submit sufficient technical information to demonstrate that the performance meets the intent of the rules.

**17. How will the agency apply Ohio Revised Code section 119.14 (waiver of fines and penalties for paperwork violations and first-time offenders) into implementation of the regulation?**

Revised Code § 3781.102 does not authorize the Board to set the fees and/or penalties assessed by local certified building departments in connection with the enforcement of these rules. Compliance with the rules is accomplished through construction conforming to the certificate of plan approval (permit). Therefore, there are no potential paperwork violations of these rules.

**18. What resources are available to assist small businesses with compliance of the regulation?**

The Board's technical staff spends approximately 25% of their time responding to questions on the building codes and educating design professionals, contractors, the public, and code officials of the intent of the Board's rules assisting all parties in compliance.

Also, it is the intent of the Board's rules that they be liberally construed. Rule 4101:1-1-01 states:

*The rules of the board and proceedings shall be liberally construed in order to promote its purpose. When the building official finds that the proposed design is a reasonable interpretation of the provisions of this code, it shall be approved. Materials, equipment and devices approved by the building official pursuant to section 114 shall be constructed and installed in accordance with such approval.*

**Hanshaw, Regina**

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**From:** Lane, Michael  
**Sent:** Monday, July 08, 2013 4:58 PM  
**To:** Lane, Michael  
**Cc:** Hanshaw, Regina; Jackson, Felecia; Regoli, Steve; Ohler, Debbie; Johnson, Robert; Sokolnicki, Jan  
**Subject:** Board of Building Standards Proposed Rule/Stakeholder Meeting Notification

Board of Building Standards Stakeholder:

You are receiving this message pursuant to the requirements of Executive Order 2011-01K and Ohio Revised Code Chapter 107, which require state agencies, including the Ohio Board of Building Standards (Board), to draft rules in collaboration with stakeholders, assess and justify any adverse impact on the business community, and provide opportunity for the affected public to provide input on the rules.

**Stakeholder Meeting**

The Board will conduct a Stakeholder Meeting to hear comments and respond to questions on the proposed amendments summarized below on July 19, 2013 from 10:00 AM to 1:00 PM in Training Room 1, 6606 Tussing Road, Reynoldsburg, Ohio 43068. All interested stakeholders are invited to attend. The Agenda for the Meeting is as follows:

10:00 AM – 11:00 AM	Proposed Certification Rules (Building Department Personnel Requirements)
11:00 AM – 12:00 PM	Proposed Certification Rules (Board Recognized Accreditation Bodies) Proposed Ohio Building Code Rules Proposed Ohio Plumbing Code Rules
12:00 PM – 1:00 PM	Proposed Residential Code of Ohio Rules

**Overview of Proposed Rules**Proposed Certification Rules

The Board proposes to amend Ohio Administrative Code as follows: 4101:7-1-01 to add reference to proposed new rule 4101:7-6-01; 4101:7-3-01 to revise building department personnel certification requirements; and 4101:7-6-01 to coordinate with new Section 114 of the Ohio Building Code (OBC) and prescribes requirements for board recognition of accreditation bodies, conformity assessment bodies, and industry trade association certification programs

These proposed rules can be viewed here:

[http://www.com.ohio.gov/dico/docs/dico\\_ProposedCertificationRulesCombined.pdf](http://www.com.ohio.gov/dico/docs/dico_ProposedCertificationRulesCombined.pdf)

Proposed Ohio Building Code Rules

The Board proposes to amend Ohio Administrative Code as follows: 4101:1-1-01 to clarify exemption for amusement park rides and refer to Ohio Revised Code § 1711.50, to clarify that the installing contractor of fire protection systems are to be certified by the State Fire Marshal, to replace product approval language, and to make general editorial corrections; 4101:1-2-01 to revise the definitions of amusement park rides, approved agency, dwelling and dwelling unit, special inspection agency, and special inspector; 4101:1-3-01 to clarify that 1-, 2-, 3 family dwellings should not share an exit, clarify that R-1 congregate living facilities are not permitted to use the Residential Code of Ohio (RCO), clarify that R-2 living facilities are not permitted to use the RCO, revise



definitions of dwelling and dwelling unit to be consistent with the RCO, and to make general editorial corrections; 4101:1-10-01 to modify the means of egress width requirements as a result of approved Petition # 12-001 and to modify controlled egress locks provision for I-2 Occupancy as a result of approved Petition #13-001; 4101:1-11-01 to modify accessibility provision to further coordinate with federal accessibility requirements; 4101:1-13-01 to modify the 2009 IECC related to fireplace doors, air barriers, and swimming pool accessories; and 4101:1-17-01 to revise and move definition of approved agency, add definition of special inspection agency, add definition of special inspector, delete Section 103 and refer to Section 114.3, clarify Section 1704.1, and clarify fabricator requirements consistent with new Section 114 and 1702.1 definitions.

These proposed rules can be viewed here:

[http://www.com.ohio.gov/dico/docs/dico\\_CombinedOBCdrafrulesforstakeholdermtg.pdf](http://www.com.ohio.gov/dico/docs/dico_CombinedOBCdrafrulesforstakeholdermtg.pdf)

#### Proposed Ohio Plumbing Code Rules

The Board proposes to amend Ohio Administrative Code as follows: 4101:3-2-01 to revise the definitions of approved agency and delete the definition of lead-free pipe as a result of federal law change effective January 1, 2014; 4101:3-3-01 to include exception for shower liner test for 1-, 2-, 3- family dwellings consistent with the RCO; 4101:3-4-1 to include exception for shower liner test for 1-, 2-, 3- family dwellings consistent with the RCO; 4101:3-6-1 to revise Section 605.2 related to lead content of drinking water pipe and fittings adding reference to NSF 372 consistent with federal law change effective January 1, 2014; 4101:3-10-1 to add reference to barrier-type trap seal protection device as a result of approved Petition # 13-003 and to add trap primer exception for 1-, 2-, 3 family dwellings consistent with the RCO; and 4101:3-13-01 to add standard NSF 372-2010.

These proposed rules can be viewed here:

[http://www.com.ohio.gov/dico/docs/dico\\_CombinedOPCdrafrulesforstakeholdermtg.pdf](http://www.com.ohio.gov/dico/docs/dico_CombinedOPCdrafrulesforstakeholdermtg.pdf)

#### Proposed Residential Code of Ohio Rules

The Board proposes to amend Ohio Administrative Code as follows: 4101:8-1-01 to clarify that model homes are within the scope of the RCO, to clarify that 2- & 3- family dwellings that share an exit are within the scope of the OBC, not the RCO, to reference Chapter 29 for non-required fire protection systems, to replace entire Section 103 with a reference to 4101:7, to clarify that the installing contractor of fire protection systems are to be certified by the State Fire Marshal, to mirror proposed OBC Section 114 product approval process language, to mirror OBC Board Organization Section 116, and to make general editorial corrections; 4101:8-2-01 to revise definitions of approved agency, dwelling, dwelling, one- two-three family, dwelling unit, exit, fire separation distance, and add definition for residential building; 4101:8-3-01 to reorganize Section 314 and add language to allow wireless smoke alarms in certain existing conditions, to clarify intent of carbon monoxide alarm requirements, to add beam and header to diagonal cross bracing/girt attachment in Table 324.7, to clarify that roof truss designs must account for all imposed loads required by Section 324.8, and to make general editorial corrections; 4101:8-4-01 to make general editorial corrections; 4101:8-5-01 to make general editorial corrections; 4101:8-6-01 to add new simplified bracing section from 2012 International Residential Code and to make general editorial corrections; 4101: 8-11-01 to modify IECC Table 402.4.2 and IECC Section 402.4.3 for fireplaces consistent with proposed International Residential Code change RE86-13 and to delete reference to air-permeable insulation in the first row, to delete references to pools as they are not currently within the scope of the RCO, to incorporate fireplace language from proposed International Residential Code change RE86-13, and to make general editorial corrections; 4101:8-15-01 to make general editorial corrections; 4101:8-20-01 to delete reference to pools heaters as pools are not currently within the scope of the RCO; 4101:8-44-01 to update reference to Ohio Plumbing Code to include March 1, 2013 amendments, to delete NFPA 70 TIA related to pools and spas as they are not currently within the scope of the RCO, to update ASME standards, and to make general editorial corrections.

These proposed rules can be viewed here:

[http://www.com.ohio.gov/dico/docs/dico\\_CombinedRCODrafrulesforstakeholdermtg.pdf](http://www.com.ohio.gov/dico/docs/dico_CombinedRCODrafrulesforstakeholdermtg.pdf)

#### **Contact Information for Comments or Questions**

If you cannot attend the above Stakeholder Meeting, you can submit written comments or questions on the proposed amendments to the Board. You may submit your comments via email at [BBS@com.state.oh.us](mailto:BBS@com.state.oh.us) or U.S.

Mail at Ohio Board of Building Standards, 6606 Tussing Rd, Reynoldsburg, Ohio 43068, Attn: Regina Hanshaw by July 31, 2013.

Sincerely,

Regina S. Hanshaw  
Executive Secretary  
Ohio Board of Building Standards

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## APPENDIX L Continued

### BBS Stakeholder Emails

American Council of Engineering Companies of Ohio

American Institute of Architects

Associated Builders and Contractors

Baldwin, Mike

Buckeye Power (Teresa Staats)

Building Code Compliance

Building Code Compliance

Building Owners and Managers Association

Cornwell, Paul (Architect)

CR Architecture and Design

Dewi, Shirley

Erb, Ron

Federal Emergency Management Agency

Finley, Tony

Frederick, Karl

Gross Builders (Rick Porter)

Grundahl, Kirk

Herman Gibans Fodor Architects

Hirt, Bill

Home Builders Association of Greater Cincinnati (Greg Hand)

Home Builders Association of Greater Cincinnati (Dan Dressman)

Home Towne Construction (Tim Garrison)

Hostetler Builders (Susanna Strauss)

IAEI Western Reserve Division (Joe Cenzori)

IAF

Image Line Design (John Bacik)

Insurance Services Offices

International Accreditation Service

International Accreditation Service

International Accreditation Service

International Accreditation Service

International Accreditation Service

International Accreditation Service

International Accreditation Service

International Association of Electrical Inspectors

Ohio Chapters

International Brotherhood of Electrical Workers

International Code Council

International Code Council Evaluation Services

International Code Council Evaluation Services

Intertek

Johnson, Jarrod

K&A Architecture

Mechanical Contractors Association of Central Ohio

Menard's Sidney (Jody Harris)

[acec@acec.org](mailto:acec@acec.org)

[infocentral@aia.org](mailto:infocentral@aia.org)

[gotquestions@abc.org](mailto:gotquestions@abc.org)

[mikebaldwin@metlabs.com](mailto:mikebaldwin@metlabs.com)

[tstaats@buckeyepower.com](mailto:tstaats@buckeyepower.com)

[geaton@com.state.oh.us](mailto:geaton@com.state.oh.us)

[yjiang@com.state.oh.us](mailto:yjiang@com.state.oh.us)

[sesterly@bomacleveland.org](mailto:sesterly@bomacleveland.org)

[pvcornwell@yahoo.com](mailto:pvcornwell@yahoo.com)

[j.berry@cr-architects.com](mailto:j.berry@cr-architects.com)

[shirley.dewi@iapmort.org](mailto:shirley.dewi@iapmort.org)

[rerb@smeinc.com](mailto:rerb@smeinc.com)

[fema-correspondence-unit@dhs.gov](mailto:fema-correspondence-unit@dhs.gov)

[tonyf@inverness-usa.com](mailto:tonyf@inverness-usa.com)

[kfred1125@hotmail.com](mailto:kfred1125@hotmail.com)

[Rick@Grossbuilders.com](mailto:Rick@Grossbuilders.com)

[kgrundahl@qualtim.com](mailto:kgrundahl@qualtim.com)

[afodor@hgfarchitects.com](mailto:afodor@hgfarchitects.com)

[bhirt@anab-aiclass.org](mailto:bhirt@anab-aiclass.org)

[ghand@westernhomesllc.com](mailto:ghand@westernhomesllc.com)

[ddressman@cincybuilders.com](mailto:ddressman@cincybuilders.com)

[hometownec@col.com](mailto:hometownec@col.com)

[susannakstrauss@aol.com](mailto:susannakstrauss@aol.com)

[ampy2000@sbcglobal.net](mailto:ampy2000@sbcglobal.net)

[secretary1@iaf.nu](mailto:secretary1@iaf.nu)

[imageline@sbcglobal.net](mailto:imageline@sbcglobal.net)

[csfeedback@iso.com](mailto:csfeedback@iso.com)

[hbrewer@iasonline.org](mailto:hbrewer@iasonline.org)

[smccracken@iasonline.org](mailto:smccracken@iasonline.org)

[rcoiner@iasonline.org](mailto:rcoiner@iasonline.org)

[pmccullen@iasonline.org](mailto:pmccullen@iasonline.org)

[msabaratnam@iasonline.org](mailto:msabaratnam@iasonline.org)

[rnathan@iccsafe.org](mailto:rnathan@iccsafe.org)

[cramani@iccsafe.org](mailto:cramani@iccsafe.org)

[timmcclintock@gmail.com](mailto:timmcclintock@gmail.com)

[pwilliams@ibew540.org](mailto:pwilliams@ibew540.org)

[croblee@iccsafe.org](mailto:croblee@iccsafe.org)

[smoinian@iccsafe.org](mailto:smoinian@iccsafe.org)

[gnichols@iccsafe.org](mailto:gnichols@iccsafe.org)

[michael.beaton@intertek.com](mailto:michael.beaton@intertek.com)

[jjohnson@qai.org](mailto:jjohnson@qai.org)

[dkiley@kaarchitecture.com](mailto:dkiley@kaarchitecture.com)

[mcaco@mcaco.org](mailto:mcaco@mcaco.org)

[sdnymcam@menards.com](mailto:sdnymcam@menards.com)

Midwest Energy Alliance	<a href="mailto:adwoodworth@aol.com">adwoodworth@aol.com</a>
Miller Engineering	<a href="mailto:jackjamisonjr@comcast.net">jackjamisonjr@comcast.net</a>
Motter & Meadow Architects	<a href="mailto:dpatterson@mottermeadows.com">dpatterson@mottermeadows.com</a>
Motter & Meadow Architects	<a href="mailto:rmeadows@mottermeadows.com">rmeadows@mottermeadows.com</a>
Muse, Roger	<a href="mailto:rmuse@anab-aiclass.org">rmuse@anab-aiclass.org</a>
National Council of Architectural Registration Boards	<a href="mailto:jameslinkearchitect@hotmail.com">jameslinkearchitect@hotmail.com</a>
National Fire Protection Association	<a href="mailto:stds_admin@nfpa.org">stds_admin@nfpa.org</a>
National Fire Sprinkler Association	<a href="mailto:info@nfsa.org">info@nfsa.org</a>
National Heating (Steve Lynch)	<a href="mailto:lynch80national@gmail.com">lynch80national@gmail.com</a>
National Institute of Building Sciences	<a href="mailto:nibs@nibs.org">nibs@nibs.org</a>
National Institute of Standards and Technology	<a href="mailto:kandy.hauk@nist.gov">kandy.hauk@nist.gov</a>
No-Burn (Lindsay Lenze)	<a href="mailto:lindsay@noburn.com">lindsay@noburn.com</a>
NVR/Ryan Homes (John Hedden)	<a href="mailto:jhedden@nvrinc.com">jhedden@nvrinc.com</a>
Oak Group	<a href="mailto:cjcorcoran@oakgroupcode.com">cjcorcoran@oakgroupcode.com</a>
Ohio Association of Consulting Engineers	<a href="mailto:info@acecohio.org">info@acecohio.org</a>
Ohio Association of Plumbing Inspectors	<a href="mailto:ronnie.branson2@gmail.com">ronnie.branson2@gmail.com</a>
Ohio Building Officials Association	<a href="mailto:rick1@one.net">rick1@one.net</a>
Ohio Department of Aging	<a href="mailto:Fsherman@age.state.oh.us">Fsherman@age.state.oh.us</a>
Ohio Department of Commerce	<a href="mailto:Stephen.Darling@com.ohio.gov">Stephen.Darling@com.ohio.gov</a>
Ohio Department of Health	<a href="mailto:Kathryn.kimmet@odh.ohio.gov">Kathryn.kimmet@odh.ohio.gov</a>
Ohio Department of Health	<a href="mailto:mahjabeen.qadir@odh.ohio.gov">mahjabeen.qadir@odh.ohio.gov</a>
Ohio Department of Health	<a href="mailto:rebecca.fugitt@odh.ohio.gov">rebecca.fugitt@odh.ohio.gov</a>
Ohio Fire Chiefs Association	<a href="mailto:info@ohiofirechiefs.com">info@ohiofirechiefs.com</a>
Ohio Home Builders Association	<a href="mailto:build@ohiohba.com">build@ohiohba.com</a>
Ohio Manufactured Homes Association	<a href="mailto:info@welcomehomeohio.com">info@welcomehomeohio.com</a>
Ohio Petroleum Marketers and Convenience Store Association	<a href="mailto:info@opmca.org">info@opmca.org</a>
Ohio Society of Professional Engineers	<a href="mailto:ospe@ohioengineer.com">ospe@ohioengineer.com</a>
Ohio State Building Trades (Dennis Duffey)	<a href="mailto:osbctc@ohiostatebtc.org">osbctc@ohiostatebtc.org</a>
Ohio Statewide Independent Living Council	<a href="mailto:kgrier@ohiosilc.org">kgrier@ohiosilc.org</a>
Ohio Township Association	<a href="mailto:cochran@ohiotownships.org">cochran@ohiotownships.org</a>
Pacific Northwest National Laboratories	<a href="mailto:inquiry@pnnl.gov">inquiry@pnnl.gov</a>
Paino, Peter	<a href="mailto:peter-paino@neo.rr.com">peter-paino@neo.rr.com</a>
Preview Group	<a href="mailto:srice@previewgroup.com">srice@previewgroup.com</a>
Pulte Homebuilders	<a href="mailto:keith.filipkowski@pulte.com">keith.filipkowski@pulte.com</a>
Redinger, Dane	<a href="mailto:daner@resourceinternational.com">daner@resourceinternational.com</a>
Shambaugh and Sons (Ron Stewart)	<a href="mailto:rstewart@shambaugh.com">rstewart@shambaugh.com</a>
Schaefer Associates	<a href="mailto:mpc@ssastructural.com">mpc@ssastructural.com</a>
South Amherst (Kim Green)	<a href="mailto:clerk@neohio.twcbc.com">clerk@neohio.twcbc.com</a>
Sperber, Eric	<a href="mailto:esperber@altnitzig.com">esperber@altnitzig.com</a>
Strauss Construction (Randy Strauss)	<a href="mailto:randykstrauss@aol.com">randykstrauss@aol.com</a>
Sycamore Township (Harry Holbert)	<a href="mailto:hholbert@sycamoretownship.org">hholbert@sycamoretownship.org</a>
Tri-State Forest Products (Gary Parshall)	<a href="mailto:gparshall@tsfpi.com">gparshall@tsfpi.com</a>
Underwriters Laboratories	<a href="mailto:john.k.taecker@ul.com">john.k.taecker@ul.com</a>
Unibilt (Doug Scholz)	<a href="mailto:scholz.doug@unibilt.com">scholz.doug@unibilt.com</a>
Unibilt	<a href="mailto:cook.dave@unibilt.com">cook.dave@unibilt.com</a>
US Department of Justice	<a href="mailto:askdoj@usdoj.gov">askdoj@usdoj.gov</a>
Vector Security (Steve Miller)	<a href="mailto:sjmillier@vectorsecurity.com">sjmillier@vectorsecurity.com</a>
Washington Township Fire Department	<a href="mailto:crauch@washingtontwp.org">crauch@washingtontwp.org</a>
<b>Boiler Section</b>	
Plumbing-Heating-Cooling Contractors of Ohio	<a href="mailto:rocco@phccohio.org">rocco@phccohio.org</a>

American Society of Mechanical Engineers  
Arise Boiler Inspection and Insurance Company  
Buckeye Association of School Administrators  
Chubb and Son  
Cincinnati Insurance Companies  
CNA Insurance Companies  
Factory Mutual Insurance Company  
Hartford Steam Boiler Inspection and Insurance Company  
Information Handling Services  
Mechanical Contractors Association of Northwestern Ohio  
National Board of Boiler & Pressure Vessel Inspectors  
National Board of Boiler & Pressure Vessel Inspectors  
National Board of Boiler & Pressure Vessel Inspectors  
National Institute for the Uniform Licensing of Power Engineers  
Ohio Hospital Association  
Ohio Manufacturer's Association  
OneCIS America Insurance Company  
Toledo Heating & Air Conditioning Contractors Association  
Travelers Risk  
XL Insurance America  
Zurich Services Corporation

### **Residential Code Advisory Board**

infocentral@asme.org  
jerry.sturch@ariseinc.com  
ash@basa-ohio.org  
vsordillo@chubb.com  
wayne\_pinney@cinfin.com  
[james.banta@cna.com](mailto:james.banta@cna.com)  
phillip.cole@fmglobal.com  
  
Brian\_Moore@hsb.com  
Bryan.Forrest@ihs.com  
  
mgregory@mcanwo.org  
  
ddouin@nationalboard.org  
  
fbrown@nationalboard.org  
  
information@nationalboard.org  
  
tbutler@niulpe.org  
rickf@ohanet.org  
oma@ohiomfg.com  
ed.whittle@onecis.com  
  
info@thacca.org  
ckent@travelers.com  
gary.cox@bpcllca.com  
ken.leavelle@zurichna.com  
  
bhausmann@spkr.com  
bob.clark@apawood.org  
BQuackenbush@emht.com  
brown@nfsa.org  
build@ohiohba.com  
croblee@iccsafe.org  
Donald.Cooper@com.state.oh.us  
dscott@lnlattorneys.com  
dwilliamson@com.state.oh.us  
gfursdon@nridgeville.org  
GPoe@inspectionbureau.com  
jennifer.miller@sierraclub.org  
jgaver@co.champaign.oh.us  
jpounds@ohiochemistry.org  
kklaus@ohiohba.com  
LAdam@masonoh.org  
lflowers@com.state.oh.us  
lindsay@noburn.com  
mgmss@roadrunner.com  
mjhenderson@nuwool.com  
mpatel@ohiohba.com  
mrudey@co.wood.oh.us  
ojgp@roadrunner.com

Renee.Snodgrass@westcarrollton.org  
reshenbaugh@ohiohba.com  
rhelsinger@fairfield-city.org  
rocco@phccohio.org  
ronb@zmchd.org  
rovloc93@aol.com  
sfrancis@awc.org  
TMcClintock@nfpa.org  
tmoore1767@aol.com  
tspayth@co.madison.oh.us  
twanner@mapic.org  
vsquillace@ohiohba.com  
wholf-bruce@maumee.org  
WMcErlane@springdale.org

Addyston	dmercer1@cinci.rr.com
Alliance	feesslb@allianceoh.gov
Amherst	building@amherstohio.org
Amherst Township	buildinginspector007@msn.com
Amherst Township	skyfox44035@yahoo.com
Anna	Jbull@natinspect.com
Ashtabula County	dlsmith@co.ashtabula.oh.us
Ashville	agrube@ashvilleohio.gov
Aurora	wehrenbergr@auroraoh.com
Avon	bschumacher@cityofavon.com
Avon Lake	tcarleton@avonlake.org
Baltimore	mstacy1@columbus.rr.com
Baltimore	ohconsult@aol.com
Barberton	lhowe@cityofbarberton.com
Beachwood	building@beachwoodohio.com
Bedford	lstouffer@bedfordoh.gov
Bedford Heights	rloconti@munibis.com
Berea	buildingdept@cityofberea.org
Berea	pgilly53@aol.com
Bexley	rshetler@bexley.org
Bratenahl	building@bratenahl.org
Brecksville	nwerner@brecksville.oh.us
Broadview Heights	rwestfall@broadview-heights.org
Brook Park	buildingdept@cityofbrookpark.com
Brook Park	jhurst@cityofbrookpark.com
Brooklyn	efitzgerald@brooklynohio.gov
Brooklyn Heights	ssocoloff@brooklynhts.org
Brown County	building@browncountyohio.gov
Brunswick	ccalaway@brunswick.oh.us
Butler County	chaneykk@butlercountyohio.org
Canal Winchester	gwebb@canalwinchesterohio.gov
Canton	angela.cavanaugh@cantonohio.gov
Carroll	CLA@asebrook.com
Centerville	buildinginspection@centervilleohio.gov
Champaign County	prittenhouse@co.champaign.oh.us
Cheviot	wls@zoomtown.com
Chillicothe	kelly.kight@ci.chillicothe.oh.us
Cincinnati	amit.ghosh@cincinnati-oh.gov
Circleville	dmorrow@pickaway.org
Clark County	thale@clarkcountyohio.gov
Clermont County	clamping@clermontcountyohio.gov
Cleveland	dcooper@city.cleveland.oh.us
Cleveland Heights	rferritto@clvhts.com
Clinton County	clintoncobuildingzoning@yahoo.com
Columbus	kewagenknecht@columbus.gov
Crestline	mmilliron@crestlineoh.com
Cuyahoga Heights	w.heinzman@cuyahogaheights.com



Dayton	michael.cromartie@daytonohio.gov
Deer Park	gerry@stoker.org
Defiance	cseimet@cityofdefiance.com
Delaware	jwarner@delawareohio.net
Delaware County	dmatlack@co.delaware.oh.us
Doylestown	jgardner@doylestown.com
Dublin	dfite@dublin.oh.us
East Cleveland	swallace@eastcleveland.org
East Cleveland	tbumbalis@eastcleveland.org
Eastlake	jstigalt@eastlakeohio.com
Eaton	ebd@cityofeaton.org
Elyria	plahetta@cityofelyria.org
Englewood	siehl@englewood.oh.us
Euclid	buildingdept@munibis.com
Euclid	lbock@cityofeuclid.com
Evendale	donald.mercer@evendaleohio.org
Fairborn	david.mcglathen@ci.fairborn.oh.us
Fairfax	jhester1@fuse.net
Fairfax	john9@zoomtown.com
Fairfield	rhelsinger@fairfield-city.org
Fairfield	rick1@one.net
Fairlawn	randlesc@ci.fairlawn.oh.us
Fairview Park	bldgcom@fairviewpark.org
Fairview Park	marycay.scullin@fairviewpark.org
Fayette County	jay.myers@fayette-co-oh.com
Forest Park	raficn@forestpark.org
Franklin County	kellehermike1@gmail.com
Gahanna	building@gahanna.gov
Gahanna	ken.fultz@gahanna.gov
Galion	jeanneisley@ci.galion.oh.us
Garfield Heights	wwervey@garfieldhts.org
Gates Mills	daveb@gatesmillsvillage.com
Geauga County	mmihalisin@co.geauga.oh.us
Georgetown	santoro2@swohio.twcbc.com
Girard	petecgirardcity@hotmail.com
Glenwillow	mskvasik@glenwillow-oh.gov
Grafton	jklein@villageofgrafton.org
Grandview Heights	jkuss@grandviewheights.org
Greene County	akuzma@co.greene.oh.us
Greenfield Township	llewis.obcc@gmail.com
Grove City	mboso@grovecityohio.gov
Groveport	smoore@groveport.org
Hamilton	riverak@ci.hamilton.oh.us
Hamilton County	joy.peak@hamilton-co.org
Harrison	dbrooks@readingohio.org
Hartville	office@hartvilleoh.com
Harveysburg	amangio@yahoo.com

Highland Heights	dgrabfelder@highlandhts.com
Highland Hills	bldg@vhhohio.org
Hilliard	jimm@ma-architects.com
Holland	wholf-bruce@maumee.org
Huron	jzimmerman@hurontwp.org
Independence	lemkep@independence.org
Kent	nitzsche@kent-ohio.org
Kettering	terry.welker@ketteringoh.org
Lake County	jflanik@lakecountyohio.org
Lakewood	robert.apanasewicz@lakewood.net
Lancaster	bfagrell@ci.lancaster.oh.us
Lebanon	anna.helton@co.warren.oh.us
Licking County	jpryor@lcounty.com
Licking County	twarnock@lcounty.com
Lima	william.brown@cityhall.lima.oh.us
Lithopolis	mike@asebrook.com
Logan County	mreffitt@co.logan.oh.us
London	vbenedetti@ci.london.oh.us
Lorain	heather_graves@cityoflorain.org
Lorain	richard_klinar@cityoflorain.org
Louisville	citymanager@louisvilleohio.org
Louisville	planning@louisvilleohio.org
Loveland	eparker@lovelandoh.com
Lucas County	dsmith@co.lucas.oh.us
Lyndhurst	kunzt@lyndhurst-oh.com
Macedonia	mhlad@macedonia.oh.us
Madeira	rcampion@springdale.org
Madison County	dhughes@co.madison.oh.us
Mahoning County	aferns@mahoningcountyoh.gov
Mansfield	grice@ci.mansfield.oh.us
Mansfield	lprice@ci.mansfield.oh.us
Mariemont	dmalone@mariemont.org
Marietta	waynerinehart@mariettaoh.net
Mason	gnicholls@masonoh.org
Massillon	tward@massillonohio.com
Mayfield	dgarbo@mayfieldvillage.com
Mayfield	jmarrelli@mayfieldvillage.com
Mayfield Heights	tomjamieson@mayfieldheights.org
Medina	svogel@medinaoh.org
Medina County	chuber@medinaco.org
Mentor	amos@cityofmentor.com
Miami County	rdbowman@co.miami.oh.us
Miamisburg	bob.strome@cityofmiamisburg.org
Middleburg Heights	nherwerden@middleburgheights.com
Middletown	larryt@cityofmiddletown.org
Milford	bwhite@milfordohio.org
Montgomery County	wyckoffm@mcohio.org

Moraine	twenzler@moraineoh.org
Mount Healthy	rosgood@mthealthy.org
Muskingum County	jetrout@muskingumcounty.org
Muskingum County	llrichcreek@muskingumcounty.org
Napoleon	tzimmerman@napoleonohio.com
New Albany	tschaffner@villageofnewalbany.org
Newburgh Heights	jerry@gfpadvantage.com
Newtown	mtspry@fuse.net
Niles	tvigorito@thecityofniles.com
North Canton	jfitch@northcantonohio.com
North Olmsted	mcreynoldsj@north-olmsted.com
North Randall	chorvath@northrandall.com
North Ridgeville	gfursdon@nridgeville.org
North Royalton	dkulchytsky@northroyalton.org
Norton	rusa@cityofnorton.org
Norwood	nbd@norwood-ohio.com
Oakwood Village	ahoakwood@hotmail.com
Oberlin	sphillips@cityofoberlin.com
Olmsted Falls	building@olmstedfalls.org
Olmsted Township	abumbalis@olmstedtownship.org
Olmsted Township	ttabor@olmstedtownship.org
Orange	hovancsekl@orangevillage.com
Oregon	jgilmore@ci.oregon.oh.us
Oregon	jgilmore@oregonohio.org
Ottawa County	dbarnes@co.ottawa.oh.us
Painesville	ecox@painesville.com
Parma	building@cityofparma-oh.gov
Parma Heights	building@parmaheightsoh.gov
Pepper Pike	building@pepperpike.org
Perkins Township	beckys@perkinstownship.com
Portage County	rroberts@portageco.com
Powell	dwenzel@cityofpowell.us
Ravenna	bob.finney@ci.ravenna.oh.us
Reminderville	remindervillebuildingofficial@gmail.com
Reynoldsburg	fslota@ci.reynoldsburg.oh.us
Richland County	srisser@richlandcountyoh.us
Richmond Heights	dwsrt74@aol.com
Rocky River	rockyriver@rrcity.com
Ross County	rosscobd@bright.net
Ross County	rosscopb@bright.net
Saint Bernard	wmoeller@cityofstbernard.org
Sandusky	mstookey@ci.sandusky.oh.us
Sebring	finchacn@yahoo.com
Seven Hills	building@sevenhillsohio.org
Shaker Heights	heinz.akers@shakeronline.com
Sharonville	rosgood@cityofsharonville.com
Sheffield Lake	buildddept@hotmail.com

Sheffield Village	lesliee@sheffieldvillage.com
Sidney	dbrulport@sidneyoh.com
Solon	cboshane@solonohio.org
South Amherst	peter@zwickengineering.com
South Bloomfield	southbloomfield@hotmail.com
South Euclid	pkowalczyk@seuclid.com
South Russell	hocevar@southerussell.com
Springboro	info@swobi.us
Springdale	building@springdale.org
Springfield	mwells@ci.springfield.oh.us
Stark County	srbergener@co.stark.oh.us
Steubenville	cdp@cityofsteubenville.us
Stow	bcarey@stow.oh.us
Streetsboro	cgomula@cityofstreetsboro.com
Streetsboro	gpaige@cityofstreetsboro.com
Strongsville	kathy.zamrzla@strongsville.org
Summit County	kbrown@summitoh.net
Terrace Park	jhester@terracepark.org
Toledo	david.golis@toledo.oh.gov
Trenton	rob@cityoftrenton.com
Trotwood	sadams@trotwood.org
Trumbull County	bisliwin@co.trumbull.oh.us
Tuscarawas County	nmontan@ecohba.com
Twinsburg	rrodic@twinsburg.oh.us
Union	ggreen@ci.union.oh.us
Union County	msampsel@co.union.oh.us
University Heights	building@universityheights.com
Upper Arlington	reastep@uaoh.net
Valley View	lellis@valleyview.net
Vandalia	tbaker@ci.vandalia.oh.us
Vermilion	bobkurtz@vermilion.net
Vermilion	inspectorkurtz@yahoo.com
Wadsworth	khal@wadsworthcity.org
Walton Hills	ziegler@waltonhillsohio.gov
Warren	inspect1@warren.org
Warrensville Heights	mlester@cityofwarrensville.com
Washington County	conniejh@wcgov.org
Washington Court House	rbryant@cityofwch.com
Wauseon	thomas.hall@cityofwauseon.com
Wauseon	trudi.mahnke@cityofwauseon.com
Wayne County	vwidmer@wayneoh.org
West Carrollton	RSnodgrass@westcarrollton.org
West Jefferson	casa@villageofwestjefferson.com
Westerville	edward.ungar@westerville.org
Westlake	lschaefer@cityofwestlake.org
Whitehall	david.long@whitehall-oh.us
Wickliffe	rsack@cityofwickliffe.com

Willoughby	kstewart@willoughbyohio.com
Willoughby Hills	building@willoughbyhills-oh.gov
Willowick	jdominick@cityofwillowick.com
Wilmington	mhorner@ci.wilmington.oh.us
Wood County	mrudey@co.wood.oh.us
Woodmere	ninomonaco@sbcglobal.net
Wooster	tmonea@woosteroh.com
Worthington	dphillips@ci.worthington.oh.us
Wyoming	tvanderman@wyomingohio.gov
Zanesville	buildingcode@coz.org

ADAM	LORENZO M	ladam@masonoh.org
Adams	Bryan J	bryan.adams@daytonohio.gov
ADAMS	SCOTT	scottinohio@sbcglobal.net
Adler	Roderick	adler1@hughes.net
AFFOLTER	JEFFREY E	jeff@mmelectricinc.com
ALBERT	JOSEPH	joealbert@gmail.com
ALBRIGHT	GARY A	galbright@horizonview.net
ALEKSICH	ANDREW	a.aleksich@femoran.com
Alesci	John	johnnyboy317@att.net
Alexander	Ouida	oalexander@city.cleveland.oh.us
ALFORD	STEVE J	stevejalford@yahoo.com
Ali	TaNesha	tanessaali@gmail.com
ALI	ALONZO	columbuselectric@aol.com
ALLINDER	CURTIS A	callinder@columbus.gov
ALLRED	THOMAS L	tallred@pfscorporation.com
ALT	JAMES M	jalt@altarchitecture.com
ALVAREZ	RITO	RA859@neo.rr.com
AMATO	JOSEPH A	jamato@co.delaware.oh.us
AMICK	DENNIS C	dcamick@columbus.gov
Amole	Janna M	jrajma@sbcglobal.net
AMOS	GREGORY M	gamos@cityofwestlake.org
AMOS	SCOTT R	amos@cityofmentor.com
ANDERSON	DIANA LEE	diana_lee_@hotmail.com
ANGLIN	PAUL D	paulanglin@jomory.com
ANKROM	JAMES H	jhankrom@yahoo.com
ANTROBUS	ROBERT	nes.renfro@ohiovalleymonitoring.com
Aouad	Adeeb	adeebaouad@gmail.com
APANASEWIC	ROBERT J	robert.apanasewicz@lakewoodoh.net
ARDITO	THOMAS I	Tom.Ardito@yahoo.com
Ark	Reese	reese@arkplumbingandpiping.com
Armeni	John N	jnarmeni@sbcglobal.net
ARNDT	MICHAEL	arndt-mike@maumee.org
Arnold	William	arnoldb@ci.fairlawn.oh.us
ARNOLD	TODD A	tarnold@richlandcountyoh.us
ARRENDALE	RICHARD L	rla4938@neo.rr.com
ARRIAGA	ALEJANDRO A	arriaga2012@yahoo.com
Arroyo	Laura M	arroyo.laura@yahoo.com
ARTERS	RUSSELL N	rusa@cityofnorton.org
ARTHUR	KENNETH A	karthur@richlandcountyoh.us
Artrup	Robert J	bjartrup@hotmail.com
Artrup	Robert J	bjartrup@grandviewheights.org
ARVIN	DAVID R	dkssarvin@yahoo.com
Asebrook	J Michael	masebrook@asebrook.com
ATER	PAUL G	pggater@gmail.com
ATHANAS	THEODORE C	tedathanas@ameritech.net
ATHY	JOHN R	rich@systems28.com

ATHYA	JAMES J	k25velo@neo.rr.com
ATKINS	STEVE	sgatkins@columbus.gov
Austin Jr	Donald E	donald_austin@sbcglobal.net
AVEN	KENNETH E	kaven@avenfire.com
Axline	Robert	bob.axline@yahoo.com
Ayres	Ronald D	rayres@grandviewheights.org
Bailey	Ted W	baileyted39@yahoo.com
BAILEY	JASON M	jbailey@vanguardalarms.com
Baker	Bradley A	brad@cityoftrenton.com
Baker	Gary D	gary.baker@cantonohio.gov
BAKER	LEE J	leejbaker@gmail.com
BAKER	TRACY L	bakert67@aol.com
BAKER	THEODORE E	tbaker@vandaliaohio.org
BALDAUF III	PETER M	esi@vandaliaohio.org
BALDWIN	LEN	jeanlen@embarqmail.com
BALESTER	WALTER	wbalester@seuclid.com
Balishin	Robert	bobal@hotmail.com
BALOGH	ROBERT S	robert.balogh@beachwoodohio.com
BALOGH	KENNETH	kenketo@gmail.com
BALSER	JOHN	j.balserjr@comcast.net
BALSER	JOHN	jbmdia@comcast.net
BARCLAY	ROBERT A	robert.barclay@neohio.twcbc.com
Bargdill	Charles J	joe.bargdill@westerville.org
Barisic	Tony	tonybarisic@aol.com
Barisic	Tony	tbarisic@city.cleveland.oh.us
BARKALOW	NEAL J	barkalown@mcoho.org
Barker	Franklin M	barkerf@yahoo.com
Barnes	Patrick C	iaeiakrondiv@gmail.com
BARNETT	BILL	bbarnett@masonoh.org
BARNETT II	PAUL A	paul.barnett11@gmail.com
Barnum	Eric M	ericmbarnum@yahoo.com
BARR	MICHAEL J	mjbhd@aol.com
Bartley	William Charles	bbartley.mail@gmail.com
Barton	Douglas	kn5dx@hotmail.com
Bashaw	Andrea T	andreabashaw@asidaco.com
BASSETT	MARK K	mark@bassettsprinkler.com
BAUER	ROBERT T	bbauer@lycos.com
BAUMANN	RONALD L	proalert@fuse.net
BAUSCHLINGI	JAMES M	jbauschlinger@cityofbarberton.com
BEAM	MICHAEL	mike.beam@comunale.com
BEAN	CHRIS	cbean@co.delaware.oh.us
BEARDEN	ROBERT L	bmonaro@yahoo.com
Beardman	Joel P	joelbeardman@yahoo.com
BECKWITH	JOHN A	john.beckwith@comunale.com
Becoat	Michael	blanchelouis@yahoo.com
Becoat	Michael	mbecoat@city.cleveland.oh.us
BEDILION	WILLIAM W	wbedilion@roadrunner.com



BEELER	STANLEY J	stan.beeler@yahoo.com
BEIRNE	KEVIN F	kfbairne@sbcglobal.net
BELL	PETER	gear910@aol.com
BELLOMA	WILLIAM L	william.belloma@gmail.com
BENEDETTI	VINCENT C	vinniebene@yahoo.com
Benko	Justin	jbenko@medinaoh.org
BENNETT	ROMAN W	jrbennett@neo.rr.com
BENNETT	RICHARD V	rbennett@warren.org
Bentley	Steven	sbentley@ci.union.oh.us
Beres	Kurt	kurtb@ma-architects.com
BERGMAN	WILLIAM	billb@securcom.com
BERGMAN JR	ELMER D	bergman@englewood.oh.us
BERLING	GERRY H	gerry.berling@cincinnati-oh.gov
Berry	John	jberry@hardfire.com
Berry	James L	bcbd@frontier.com
BERTEAU	ROBERT D	rberteau@broadview-heights.org
BEUTLER	WILLIAM T	wbeutler@sbcglobal.net
BEVERLY JR	CALVIN E	nithawk48@neo.rr.com
BEYER	JOSEPH E	jebeyer@columbus.gov
BEYER	JOSEPH E	jcoo256@yahoo.com
Bichara	Charles	cbichara@middleburgheights.com
BIDDISON	RICHARD	rbbiddison@columbus.gov
BIEDERMAN	MATTHEW A	1@biedermanfire.com
BIEDERMAN	NEIL R	neil@biedermanfire.com
Bieler	Michael	michaelbieler@sbcglobal.net
BIERLEY	RICHARD E	rebarch@aol.com
Bierut	Donald P	bierut@cvelimited.com
BIGELOW	ROSS O	rbigelow@co.delaware.oh.us
Biggert	Dave	daveb@gatesmillsvillage.com
BIHLMAN	MICHAEL A	mbihlman@fuse.net
Bills	David B	davebills@brownandbills.com
BILLS	TODD M	tsbills@hometowncable.net
BINFORD	REGGIE S	reggie.binford@cincinnati-oh.gov
BIONDILLO	ANTHONY J	tony.biondillo@strongsville.org
BISHOP	ROD W	rod.bishop@atech-fire.com
BLAGG	DAVID	blagg79@yahoo.com
BLAKEY	JERALD A	jerryblakey@yahoo.com
BLANKEMEYER	PAUL F	blankemeyerelectric@hotmail.com
BLATCHFORD	ROBERT W	BA@studio-10.com
BLONDIN	JAMES K	jkbringer@sbcglobal.net
Blue Donald	Ayonna	ayonna.blue.donald.esq@gmail.com
BOARD	CHRISTOPHER M	cboard@centralfp.com
BODO	ANTHONY M	abodo@cityofsteubenville.us
Bogart	Steven A	bogart66@yahoo.com
Bogart	Jeffrey H	jbogart@bogartarchitecture.com
Bohnert	Kenneth Scott	scott.bohnert@cincinnati-oh.gov
BOLES	DONALD M	dboles@ntainc.com

BOLL	ROBERT J	bbbooll@windstream.net
BONVENUTO	TRACI	tgallagher@eastlakeohio.com
Bonvissuto II	Sam	sbonvissuto@cityofeuclid.com
BOOGHIER	DANA R	danaboo1@msn.com
Borso	Laura Marie	lauraborso@bellsouth.net
BORYCA	MICHAEL A	mike@eco-arch.com
BOSHANE	CHARLES E	cboshane@solonohio.org
BOSO	MICHAEL P	mboso@columbus.rr.com
Bourquin	Matthew	MTB@Copp.com
BOWMAN	ROBERT D	rdbowman@co.miami.oh.us
BOZAK	RICHARD F	cubmstr161@yahoo.com
BOZEMAN JR	ALBERT L	cbozeman@mjwood.com
Bozman	James B	jbbozman@yahoo.com
BRADLEY	BRIAN A	khbldz@neo.rr.com
BRADY	WILLIAM M	mbrady7411@gmail.com
BRAKHAGE	SIMON D	sbrakhage@3s-incorporated.com
Brannon	Jamey	jameybrannon@yahoo.com
BRANSON	RONALD E	ronnie.branson2@gmail.com
BRATHWAITE	WILLIAM W	wwbrathwaite@columbus.gov
Brauer	Aaron	brauerbuilding@gmail.com
BREEZE	ANTHONY	breezea@ohio.edu
BREMMER	MICHAEL D	bremmer038@roadrunner.com
Brennan	Sean	sbrennan@cityofwillowick.com
BRENNEMAN	TIM	grandupress@aol.com
BREWER	ROBERT N	bbrewer43@aol.com
Brill	Dwight	dbrill@delawarehealth.org
BRINLEY	TIMOTHY A	tbrinley@richlandcountyoh.us
Bristow	Jeffrey	jbssquared@comcast.net
BROKAW	ROBERT D	ROBERT.BROKAW1@GMAIL.COM
BROOKS	DANIEL R	dbrooks@harrisonohio.gov
BROOKS	RICHARD J	rbrooks@co.greene.oh.us
BROOKS	RICHARD J	rjb086@woh.rr.com
BROOKS	MICHAEL D	mbrooks@integratedprotection.com
BROWER	ROBERT A	bmbrower@roadrunner.com
BROWN	GARY C	gary.brown@ketteringoh.org
BROWN	WILLIAM L	william.brown@cityhall.lima.oh.us
BROWN	FREDERICK W	fredbrown1947@fuse.net
BROWN	SHEILA A	sbrown3@city.cleveland.oh.us
BROWN	SHEILA A	brownfcjr@sbcglobal.net
BROWN	MICHAEL J	mike.sdes@yahoo.com
BROWN	STEVEN J	sbrown2@sbcglobal.net
BROWN	BENJAMIN A	benb@wellsbrothers.com
BROWN	STEVEN C	scbrown1@gmail.com
BROWN JR	ROBERT W	rbrown@bedfordoh.gov
Brownlee	Nadine L	naemale@aol.com
Brownlee	Nadine L	nbrownlee@city.cleveland.oh.us
BRUEN	KENNETH P	kenbruen@sbcglobal.net

BRULPORT	DAVID J	dbrulport@sidneyoh.com
BRUNNER	JAMES	james.brunner@cincinnati-oh.gov
Bruns	Michael J	mbruns@moteassociates.com
Bryant	Rod	rjb298@hotmail.com
BRYKALSKI JR	FRANK A	resw7cmf@frontier.com
Buchler	Gordon A	gbuchler@ovis.cc
BUEHRER	PAUL E	pbuehrer@ci.oregon.oh.us
BUELOW	GLEN W	gwbinc@gmail.com
BUHROW	TRACY L	tbuhrow@co.ottawa.oh.us
BULL JR	JOHN E	jebulljr@aol.com
BUMBALIS	ANTHONY B	abumbalis@aol.com
BUNN	DAVID L	db333313@yahoo.com
BURG	GERALD W	gerald.burg@com.state.oh.us
BURG	GERALD W	s.l.burg@sbcglobal.net
BURNS	WILLIAM R	BILLBURNS08@AIM.COM
Burnside	Todd	tburnside@ci.lancaster.oh.us
BURRIS	DAVID E	deburris@columbus.gov
Burroughs	Timothy	timothyburroughs1120@yahoo.com
BUSCH	DAVID T	buschman@centurytel.net
BUTCHER	RALPH	rcbutcvher@columbus.gov
BUTCHKO	GARY A	bclick@butchkoelectric.com
Butkovic	Jim	jbutkovic@ipsid.com
BUTTS	JOHN W	jwbuttsjw@gmail.com
BUZA	STEVEN J	sbuza@aol.com
Byrd	Ronald	humblebyrd1@yahoo.com
CACIOPPO	CHARLES M	mcacioppo@akronohio.gov
CACIOPPO	CHARLES M	cmykey@neo.rr.com
CAITO	LAWRENCE J	larrycaito@gmail.com
CALAWAY	CLIFFORD L	ccalaway@brunswick.oh.us
CALDWELL	JAMES H	jimc@firefoe.com
CALLIHAN	KELLY	callihan@callihanelectric.com
CAMBURU	AURORA	acamburu@yahoo.com
Camou	David	david100483@gmail.com
CAMP	CHERYL L	sparkette661@sbcglobal.net
CAMPBELL	MARVIN D	mcampbell@dupps.com
CAMPION	RANDY	rcampion@springdale.org
Canady Jr.	Jack	tmitchell@midwestsprinkler.com
Canterbury	Michael D	mcanterbury@simplexgrinnell.com
CANTRELL	JASON T	jtcantrell1@aol.com
CANTU	RALPH L	ralph_cantu@cityoflorain.org
Cantu Jr	Anastacio	cantuforu@gmail.com
CAPLINGER	RONALD E	ron@craynonfireprotection.com
CAPUCINI	GREG	topdawg45@bex.net
Caraballo	Wilson	wcaraballo2@city.cleveland.oh.us
CARBONE	ANTHONY M	pvcdwv@yahoo.com
CAREY JR	EDWARD A	bcarey@stow.oh.us
CARLETON	THOMAS F	tomster213@gmail.com

CARLSON	ANDREW R	acarlson@pyramid1inc.com
CARLSON	SCOTT D	sci@fireddefense.com
CARMACK	THOMAS J	tcarmack@afire1.com
Carman	Larry D	ccfd69@gmail.com
CARR	KENNETH E	admin@carr-electric.com
Carraher	Vincent F	vince_carraher@yahoo.com
CARROLL	RANDAL L	rcarroll3@woh.rr.com
CARTER	TIMOTHY R	tcarterllc@fuse.net
CARVER	RONALD G	rgcarver@columbus.gov
Casa	Paul E	casa@villageofwestjefferson.com
CASINI	NORMAN J	ncasini@rcuarchitects.com
Catacutan	Russel A	rcatacutan2@city.cleveland.oh.us
CATALONA	ANTHONY M	tcatalano@stow.oh.us
Cavanaugh	Timothy A	leah309ang@yahoo.com
Cavender	Brian D	bcavender@spkr.com
CEGELKA	DAN	dcegelka@twinsburg.oh.us
CENDOL	ROBERT J	robert.cendol@toledo.oh.gov
CENZORI	JOSEPH J	ampy2000@sbcglobal.net
Chaffin Jr	Robert F	eagleinspectionsrc@yahoo.com
CHANDLER	STEPHEN S	schandler@healeyfire.com
CHANNEY JR	WALTER C	wclgchaney@windstream.net
Chapella	Warren I	wchapella@zoominternet.net
CHEATHAM	JOHN R	jcheatham@safebuilt.com
CHINN	MICHAEL J	mchinn@grovecityohio.gov
Ciarrone	Richard	insprciarrone@parmafire.org
CIEPIEL	PAUL C	paul@apmcabbling.com
CIRVENCIC	FRANCIS	cirvann@sbcglobal.net
CLARK	JEFFREY L	jcflashusa2000@yahoo.com
CLARK	PHILIP R	paultheelectrician@gmail.com
Clarke	James W	jclarke@clarkearchitects.com
CLAUTTI	RICHARD	rclau31018@aol.com
CLIFFORD	JACK J	jcliffordc@mindspring.com
CLIFTON	JASON	jake4426@yahoo.com
Cline	Michael N	mcline@schmidtsecurity.com
Clines	Paul J	pjc8581@aol.com
CLINGMAN	DARYL D	ddclingman@columbus.gov
CLIPSON	ADDISON H	addisonclipson@yahoo.com
CLOES	BRUCE A	bcloes@ci.mansfield.oh.us
CLOUSE	JEFFREY A	jclouse@trarnold.com
CO	CHARLIE T	ctco40@aol.com
COAKLEY	KENNETH A	kcoakley@co.union.oh.us
Cockayne	Robert C	robert.cockayne2@daytonohio.gov
COFFEY	DENNIS K	dencoffey@hotmail.com
COHEN	MARK	sdc98@aol.com
COHN III	WILLIAM G	william.cohn@cincinnati-oh.gov
Coleman	Bill	bcoleman3@aol.com
COLWELL	LISA	lcolwell@natinspect.com

COLWELL	ROBERT A	robc@transtarcorp.com
COMBS	BRUCE A	bruce.combs@toledo.oh.gov
COMBS	BRUCE A	brucomb@buckeye-express.com
COMBS	TEX C	cbotex37@aol.com
CONNER	TERRY A	taconthehill@yahoo.com
CONNOLLY	WARREN G	wconnolly772@live.com
CONROY II	WILLIAM E	billeconroy@gmail.com
CONVERY	TIMOTHY	tconvery@ameritech.net
Cook	Kelly R	kcook@ntainc.com
COOK	JEFFREY	cookelectricinc.jc@gmail.com
Cooley	Derrick	b4mookie@aol.com
Cooley	Derrick	dcooley@city.cleveland.oh.us
Cooper	Richard	homescop@sbcbglobal.net
COOPER	DAVID J	djcooper@roadrunner.com
COPELAND	STEVEN R	srcarchitect@sbcbglobal.net
CORBETT	EDWARD E	ecorbett@columbus.rr.com
CORCORAN	CHARLES J	cjcorcoran@oakgroupcode.com
Corfman Sr	John C	northcoastpower@hotmail.com
Cormack Jr	Larry R	ohioplumber@hotmail.com
CORRENTI	MICHAEL W	mcserinc@yahoo.com
Cossin	Thomas W	cbd288@att.net
COUCH	PATRICK	cccpatco@aol.com
COUNTS	DEAN	djcounts@columbus.gov
COURTNEY	JAMES A	jac95@neo.rr.com
Cowles	Donald H	americanplumbing@oh.rr.com
COX	DOYT E	ecox@painesville.com
Crase II	Donald Bruce	bcrase@clermontcountyohio.gov
CRAWFORD	CHARLES D	charles.crawford@cincinnati-oh.gov
CREASE	PAUL	proncon@windstream.net
CRIPPEN	ROGER L	rcrippen@clarkcountyohio.gov
CROMARTIE	MICHAEL W	mikec54@gmail.com
Cromer II	Thomas G	tcromer@brunswick.oh.us
CRONK	SAMUEL D	sdcronk@columbus.gov
CROSBY	GERALD W	fireguardinc@aol.com
Crutchley	Michael	mcrutch@tlglss.com
CUCCIA	MARIE C	mcuccia@brecksville.oh.us
CUFFARI	PAUL J	paulcuffart@gmail.com
Cummins	Ryan E	cummins@cvelimited.com
CUNNINGHAM	EDWARD P	edward.cunningham@cincinnati-oh.gov
CUNNINGHAM	DONALD L	bldg@huntingvalley.net
CUNNINGHAM	MARK C	m.cunningham@csuohio.edu
CUREE	JAMES E	cureeenterprises@aol.com
CURRIER	SETH M	seth.currier@cincinnati-oh.gov
CURRY	TIMOTHY	tim@curryelectric.com
CURTIS	JOHN M	LIFTEDJEEP@ROADRUNNER.COM
Cutcher	Richard S	rickc60@sbcbglobal.net
CYPHERT	MICHAEL G	mcyphert@pfscorporation.com

CZAPP	LOUIS M	louiecz@yahoo.com
DABDOUB	MAJED A	majed.dabdoub@cincinnati-oh.gov
DABDOUB	MAJED A	majed@dabdoub.net
D'Agostino	Daniel J	quinn090909@yahoo.com
DAILEY JR	JOHN W	jdaileyjr@gmail.com
DALEY	PATRICK J	backtrax@ameritech.net
D'amico	Lawrence D	larry@dami.co
DANDO JR	JAMES A	jim.dando@troyohio.gov
DANE	MICHAEL A	mikedane76@yahoo.com
D'ANGELO	JAMES M	jkdangelo@wowway.com
DANIEL	DAVID	dldaniel@columbus.gov
DANN	BRYAN A	bdann@columbus.rr.com
DANOLFO	GARY J	witchatalinesman@att.net
DANTZLER	LOUIS A	ddlad1@aol.com
Darragh	Robert J	rdarragh@columbus.rr.com
DASHER	JOHN E	jedasher13@yahoo.com
Davis	Clarence T	cdavis4@city.cleveland.oh.us
DAVIS	JOSHUA	joshd@concordfp.com
DAVIS	JOHN A	jdavis19@columbus.rr.com
DAVIS	SCOTT	sdavis@woosteroh.com
DAVIS	CHARLES J	cdavis3@city.cleveland.oh.us
DAVIS	GEOFFREY A	gdavis@pickaway.org
DAWSON	DARRIN R	dardawdude@yahoo.com
DEAL	GARY S	deals5526@hotmail.com
DEBENEDICTI	LANCE JOSEPH	lance@x-celeng.com
DECKER JR	JAMES E	jedjrpe@oh.rr.com
DeGeorge	Robert D	rdegeorge@neo.rr.com
Deharpart	Daniel	dttc@brightdsl.net
DEICHMANN	PAUL W	pdeichmann@cityofparma-oh.gov
DELGIUDICE	NICK E	ndgarchitect@yahoo.com
DeLorenzo	Robert D	bobdelo@att.net
DeMassimo	Roman	r.demassimo@yahoo.com
DEMEDAL	RICHARD	mdemedal@yahoo.com
DENICHOLAS	ANTHONY	tdbyrd@zoominternet.net
DEROSA	JOSEPH M	satisfaction1001@yahoo.com
DERR	JACK C	jack.derr@hamilton-co.org
Derrett	Rhonda M	rderrett@city.cleveland.oh.us
DESVARI	WILLIAM L	desvar@aol.com
DETTMANN	THOM	tdettmann@mjwood.com
DEVITO JR	RICHARD M	richarddevito@aol.com
DEWHURST	DAVID W	ddewhurst@ahernfire.com
DICKARD	DENNIS A	dickardfamily@gmail.com
DICKERSON	ANDREW R	adicke7092@yahoo.com
Dickey	Jared A	jdickeydesigner@hotmail.com
Dicks	John M	jdicks@trarnold.com
DIEHL	DAVID A	dadiehl34@gmail.com
DIETZ	CHARLES A	CHARLES.DIETZ@HAMILTON-CO.ORG

DiFranco	Mario J	mdifranco615@aol.com
Dinardo	Ron	rdinardo@sbcglobal.net
Dingle	Peter R	dingle.p@gmail.com
Disalvo	Anthony S	d-sdisalvo@sbcglobal.net
DIZDAR	ANTHONY	dizytocro@aol.com
Dizdarevic	Sead	benjod@cox.net
DODDS	EDWARD L	edodds2393@aol.com
Dodovich	John C	jdodovich@gmail.com
DODSON	CARL F	carl@advantage-fire.com
DOEHNE	EDWARD J	otowngames@aol.com
Doll	James	jim@jacksonsprinkler.com
DOMINICK	JOSEPH G	jd9393@sbcglobal.net
DONOVAN	BRIAN P	inspt99@yahoo.com
Dooley	Shawn P	shawndooley62@gmail.com
DOOLEY	PATRICK C	patrickdoole@siemens.com
DORENKOTT	NEAL G	dorenkottn@north-olmsted.com
DORGAN	STEVEN J	sdorgan@cinci.rr.com
DORN	THOMAS J	tdorncdfp@fuse.net
DORN	CHRIS A	chris.dorn@dornfireprotection.com
DOTTS	RAY	rdotts@telgian.com
Downs Jr	Jerry W	jdowns@clarkcountyohio.gov
DOZER	RICHARD A	rick@capfire.com
Drazetic	Dragan	cdrazetic@cityofeuclid.com
DREW	JOHN W	jdrew2@neo.rr.com
DRIGGS	DAVID L	ggird@aol.com
DUBER	JAMES R	jduber@technearchitects.com
DUCKWORTH	DAVID L	ducks91804@yahoo.com
DUCKWORTH	DAVID L	rosscbo@horizonview.net
DUFFY	RICHARD A	164alan@gmail.com
Duluk	Mark W	mwduluk@sbcglobal.net
Duncan	Gayle	gduncan@geaugacountyhealth.org
DUNNING	KENNETH I	cinckid@zoomtown.com
DURANTE	ALEXANDER	electsummit@sbcglobal.net
DURBIN	DAVID J	davedurbin@embarqmail.com
DUVALL	RONALD J	rduvall@shambaugh.com
Dvorak	John	jdvorak@city.cleveland.oh.us
Dvorscak	Daniel	ddvorscak@comcast.net
Dye	Kenneth D	kenjoan02@aol.com
EASTEP	ROGER A	reastep@uaoh.net
EATON	GEOFFREY D	Geaton@com.state.oh.us
EBY	JAMES K	tnjeby@zoomtown.com
Eckart	Gary J	geman353@yahoo.com
ECKERT	DONALD J	doneckert@eckertfireprotection.com
ECKERT	JASON E	jasoneck112@yahoo.com
EDDY	CHRISTOPHER J	chriseddy@roadrunner.com
EDDY	RANDY P	rpaddy@juno.com
Edwards	Harry	harry@chagrin-falls.org



Edwards	Harry	rzrfun111@gmail.com
EDWARDS	DARRYL	darryl.edwards@cincinnati-oh.gov
EDWARDS	TONIA F	tfaye@zoomtown.com
EDWARDS	DAVID A	dedwards2007@cinci.rr.com
EHRHARDT	TED P	atlas.fire@yahoo.com
EIFERT	ROBERT A	bob.eifert@hamilton-co.org
EISENHUTH	JOSEPH	jeisenhuth@solonohio.org
ELEY	LARRY T	leley@live.com
ELLIOTT	TERRY L	tell386640@aol.com
ELLIOTT	RONALD D	ronelliottarchitect@live.com
Ellis	Kamilla	kellis@cityofparma-oh.gov
ELLIS	LARRY M	larrymellis@sbcglobal.net
ELLISON	ERIC S	eellison@co.greene.oh.us
Elzein	Yousef	yaelzein61@hotmail.com
Engelman	Fred S	wb8ubs@aol.com
ENGLAND JR	ROBERT K	rengland@co.miami.oh.us
Enterman	Carl E	centerman@westcarrollton.org
Erb	Thomas L	terb0@aol.com
Erbe	Rick N	rxerbe@franklincountyohio.gov
ERITANO	THOMAS P	teritano@akronohio.gov
ESTES JR	JAMES P	jestesjr39@yahoo.com
EUDELL	MARCUS	marcuseudell@hotmail.com
EUDELL	MARCUS	meudell@lakecountyohio.org
Evans	Chris T	chris.evans@vfpfire.us
Evans	Earl E	ejevans943@cton.net
EVANS	BRIAN E	beevans@hardfire.com
Faciana Jr.	David P	dfacianajr@sbcglobal.net
FAGRELL	BRAD	bfragrell@ci.lancaster.oh.us
FAHRNI	KIM F	kfahrni@woosteroh.com
FAIR	RICHARD J	rfair@masonoh.org
Falgiani Jr	Alfred L	am4rent@sbcglobal.net
Faller	Michael A	mfaller@ntainc.com
FARMWALD	KENNETH O	kofarmwa@franklincountyohio.gov
FARRELL III	MICHAEL J	mfarrelliii@yahoo.com
FAULKNER	EDWARD R	electriced1954@earthlink.net
FAULKNER	RICKY E	rick.faulkner@hamilton-co.org
FAULKNER	RICKY E	rickandregina@yahoo.com
FEHN	MICHAEL P	mike.fehn@cincinnati-oh.gov
Feick	John A	feickja@aol.com
FELGER	WILLIAM A	bfelger@grovecityohio.gov
FERGUSON	RAYMOND E	katray7@msn.com
FERREE	BRIAN	brian.ferree@troyohio.gov
FERRIS	JAMES D	ferrisj1936@yahoo.com
FICKERT	RONALD L	rfickert@a1ssi.com
FIEDLER	WILLIAM C	ameky@hotmail.com
Fields	Darryl	dfields@city.cleveland.oh.us
Fikar	Dwayne	fikar@parmafire.org

Filarski	Jeffrey J	jfilarski@munibis.com
FILASETA	DOUGLAS E	dfilaseta@donet.com
Fillar	James J	jeff.fillar@lakewoodoh.net
FINCH	LIONEL H	finchl@auroraoh.com
FINK	JOHN W	finkj@att.net
Finney II	Robert N	bfinney@ci.ravenna.oh.us
FINNIE	DANNY L	dlfinnie1@yahoo.com
Fisher	Russel L	rustyfisher68@aol.com
FISHER	RICHARD O	rofisher@columbus.gov
Fistek	Thomas T	ttf1002@hotmail.com
FITZGERALD	EDWARD F	efitzgerald@brooklynohio.gov
FITZPATRICK	DAN	DanF@cityofspringboro.com
FITZPATRICK	DAN	danbev86@roadrunner.com
FLANIK	GERALD C	skillbuilder64@aol.com
FLICK	GERALD A	flickg@ci.hamilton.oh.us
FLOOD	DREW L	dflood@brunswick.oh.us
FLOOK JR	JAMES A	jflook218@comcast.net
Flora	John W	jaflora4897@embarqmail.com
FLOWERS	GLORYA D	msgflowers@hotmail.com
Floyd III	Donald Lee	donfloyd55@yahoo.com
FLUM	ANDREW J	fluma@ci.hamilton.oh.us
FODOR	ALAN C	afodor@hgfarchitects.com
FOLGER	DAVID C	empiress@att.net
FOLSOM	DAVID J	cobradf54@aol.com
Fomby	Irene	ifomby@yahoo.com
FOOTE	MELVIN	mfoote@city.cleveland.oh.us
FORD	DWAYNE	dfordsr@gmail.com
Fornwalt	James R	jj2nca@yahoo.com
FORT	GREGORY A	gafort@gmail.com
FOSTER	ROGER A	roger.foster@cincinnati-oh.gov
FOULKES JR	KEITH	keith.foulkes@strongsville.org
FOWLER	FREDERICK M	ffowler@co.delaware.oh.us
Franke	Ian	ian.franke@cincinnati-oh.gov
FRANKLIN	KEVIN C	kfranklin@city.cleveland.oh.us
FRANKS	EDWARD A	efranks36@gmail.com
FREDERICK	KARL J	kfred1125@hotmail.com
FREIMAN	KENNETH A	FREIMANK@YAHOO.COM
Frenton	Gregory T	gregfenton@yahoo.com
FREY	MICHAEL J	mike.frey@gahanna.gov
FRIMMING	THOMAS P	tom.frimming@comunale.com
FRITTS	FRED S	fsfzz@aol.com
FRITZ	MARK T	aafritz1699@sbcglobal.net
FULKS	ROBERT T	roberttfulks@hotmail.com
FULTZ	KENNETH W	ken.fultz@gahanna.gov
FURSDON	GUY M	gfursdon@nridgeville.org
FUSSNER	PAUL R	pfussner.ipe@att.net
Galambos	Aaron	jb007aaron@att.net

GALASKA SR	ROBERT A	emgalaska@hotmail.com
GALBRAITH	DAVID C	karawayacres@hotmail.com
GALL	THOMAS W	ngall271@gmail.com
GALLAGHER	WILLIAM G	bgallagher@ctconsultants.com
GARCIA	DENIS	dgarcia2@city.cleveland.oh.us
Gardner	Sheldon J	sgardner@cityofeuclid.com
GAREAU	DENNIS J	gareaud@north-olmsted.com
GASSER	REX	sgasser@embarqmail.com
GAVER	JENE A	ygaver@ci.springfield.oh.us
Gaylord	Ronald W	rgaylord@cityofsteubenville.us
Geiser	Steve	srgeiser@gmail.com
GEORGE	JAMES T	jimgeorge8@gmail.com
George II	Joel F	draindoctorjg@bex.net
GERBER	JERALD M	geraldgerber@aol.com
GERO	MICHAEL J	mjgero@sbcglobal.net
GHOSH	AMIT B	amit.ghosh@cincinnati-oh.gov
Gibson	Shanel	shanelgibson@aol.com
GIFFORD	PAUL M	mike.gifford@vfpfire.us
GIFFORD	RAYMOND D	accounting@centralfp.com
GIFFORD	ALLEN V	neptune235@aol.com
Gilkey	Timothy	tgagaglg@fuse.net
GILLY JR	PAUL E	pgilly53@aol.com
GILMORE	JAMES P	jgilmore@ci.oregon.oh.us
GILREATH	DALE	dlgilreath@columbus.gov
Gilyard	Dawn	dgilyard@city.cleveland.oh.us
GIRBINO	MICHAEL R	mgirbino@mayfieldvillage.com
Givens	Sean C	s4c11g6@suddenlink.net
GLADD	THOMAS M	bigladd@co.trumbull.oh.us
GLADISH	DANIEL R	dangladish@msn.com
Glisic	Michael	mglisic@cityofeuclid.com
Glover	Ricky D	rdg@tlglss.com
GLUZINSKI	VIVIAN	vgluzinski@yahoo.com
GOLDEN	TIMOTHY D	tdgolden@wowway.com
GOLDEN	TIMOTHY D	tgolden@cityofelyria.org
GOLIS	DAVID	david.golis@toledo.oh.gov
GOLIS	DAVID	davidgolis@aol.com
Gott	Lori	lwhitekgott@aol.com
GRABFELDER	DALE R	dgrabfelder@highlandhts.com
GRACE	ROBERT C	rgrace@city.cleveland.oh.us
GRASSI	JEFFREY R	inspectorgrassi@gmail.com
Graves	Timothy M	tgraves@garberconnect.com
Graves	Donald	dcg412@att.net
GRAVES	JERRY L	jgraves@ci.worthington.oh.us
GRAYSHAW	PAUL E	paul.grayshaw@att.net
GREBER	CARL E	cgreber@fuse.net
Green	Dewey G	bgreen8539@aol.com
GREEN	W PATRICK	Pgreen@ryanfp.com

GREENWALT	WILLIAM	electricwe@aol.com
GREGORY	WILLIAM E	bgregory@ci.springfield.oh.us
GRGIC	MARIO	mrgic@city.cleveland.oh.us
Griffiths	Mark A	mark.griffiths@comunale.com
GRIMES	NATHAN D	nathang1077@gmail.com
GRIVENSKY	JOHN Z	centralelectricinspection@yahoo.com
GRIZZLE	RANDALL W	randallgrizzle.rg@gmail.com
GROB	GARTH R	grmxride@hotmail.com
GROGEAN	RANDALL A	rgrogean@beavercreektownship.org
Grubbs	Terry W	twgrubbs60@wowway.com
GRUBER	MATTHEW G	mgruber@simplexgrinnell.com
GRUENWALD	JANET	arc1000@juno.com
GRUSENMEYER	JEFFREY A	jagarch@wowway.com
GUDAT	KEITH A	keith@piofinish.com
GUNSALUS	DAVID E	Dgunsalus@hotmail.com
GUSTAFSON	JOHN	jgustafson@hwceng.com
HAAG	JOHN C	harley0523@gmail.com
HAFELE	STEPHEN G	steve.hafele@cincinnati-oh.gov
HAGAN	PHILIP C	pawsrus8@frontier.com
HALE	THOMAS A	thale@clarkcountyohio.gov
Hall	Kevin B	khall@wadsworthcity.org
Hall	Albert P	aph585@aol.com
HALL	THOMAS L	thallsr@adelphia.net
HALL	JOHN W	jhestic@juno.com
HALLORAN	NANCY J	nhalloran33@att.net
HALPIN	MARGARET	marge.halpin@cincinnati-oh.gov
HALUSKER	ALLAN	hesinc690@sbcglobal.net
HAMMOND	JASON A	jason@rollercoasterfreak.com
HAMPTON	R THOMAS	tom@rthampton.com
Hanigan	Ryan D	rdh@asebrook.com
HANKEY	KEITH A	mgmidget73@yahoo.com
HANNA	RALPH E	hannaeric3@aol.com
Hannan	Jeffrey T	jthannan@yahoo.com
HANSON	EMILY	ehanson@broadview-heights.org
Harbaugh	Wendy S	dwaea@att.net
HARD	MICHAEL D	mike@hardfire.com
Harden	Alfred L	alfred.harden@cincinnati-oh.gov
HARDER	THOMAS	tharder@co.ottawa.oh.us
HARDING	W SETH	stharding@yahoo.com
HARDY JR	DAVID A	dhardyjr@zoominternet.net
HAREN	DAVID L	dave.haren@comunale.com
HARLER	MELISSA	inspector522@yahoo.com
HARPER	MICHAEL V	maryharper@harstone.com
HARPHAM	RAY M	rmharpham@gmail.com
Harpster	Amy	amy.harpster@cityhall.lima.oh.us
HARRIS	TIMOTHY R	harrist@mcchio.org
HART	JAMES J	dorhart12@yahoo.com

HATCHER	LAVELLE	lavelleH01@aol.com
Hatchett	Charlene	chatchett@city.cleveland.oh.us
HATFIELD	JOSEPH H	poppajoe01@yahoo.com
Hatton	Bill	whhatton@columbus.gov
HATTON	JAMES D	james.hatton@cincinnati-oh.gov
HAUGHN	MARK A	tony@starelectricgc.com
HAUGHN	TERRY	tlhaughn@franklincountyohio.gov
HAUSMANN	WILLIAM H	bhausmann@spkr.com
Hayes	Rick A	rhayes@adt.com
HAYNES JR	KENNETH J	jhaynes@ovsi.net
HAYNES JR	VERLIN	bud.haynes@hamilton-co.org
HAYS	WESLEY C	whays2@columbus.rr.com
HAYS	WESLEY C	wesley.hays@com.state.oh.us
Headd-Rollan	Jannetta V	lilgerald1958@yahoo.com
Heckelmoser	Donald J	dheckelmoser@city.cleveland.oh.us
HECKENMUEI	MARK A	mheckenmueller@masonoh.org
Hed	Rhonna D	rhed@summitfire.com
HEFFRON	DEL M	aircrue@hotmail.com
HEIDEN	LARRY M	lheiden@co.geauga.oh.us
HEIDENESCHE	ROGER A	raheidenscher@columbus.gov
Heilman	Laura J	laura6111@roadrunner.com
Heitkamp	Dale P	heitelec@yahoo.com
HELMER	STEVE B	shelmer@nkyei.com
HELMS	ERIC D	erichelms@woh.rr.com
HELSINGER	FREDERICK A	rhelsinger@fairfield-city.org
HEMMING	MICHAEL G	mike.hemming@chapel.com
HEMPFLING	JAMES D	marylee502@yahoo.com
HENDERSON	LARRY W	nec_inspector@yahoo.com
HENDRICKS	BRETT M	bdh@zoominternet.net
Henry	Michael E	henry@cvelimited.com
HENSLEY	DAVE	dhensley@fairfield-city.org
Hermanson	Bruce E	bhermanson@tristarfire.com
Hernandez	Francisco	phernandez@cityofeuclid.com
HERNANDEZ-	MARIBEL A	dentinm@ameritech.net
HERWERDEN	NORMAN H	nherwerden@middleburgheights.com
Hess Jr.	Robert J	rhess13@woh.rr.com
HESTER	JOHN J	john9@zoomtown.com
HIATT	MICHAEL D	mhiatt@a1ssi.com
HICKMAN	JOHN D	jhick007@gmail.com
HICKMAN II	RICHARD T	rhickman@neo.rr.com
HICKS	JAMES E	whicks@mcfs.us
HILDITCH	DAVID J	dave.hilditch@comunale.com
HILL	GAILENE	gailene.hill@cincinnati-oh.gov
Hinkle	Jeffery P	jeffery.hinkle@cincinnati-oh.gov
HISSEY	JOHN E	jehissy@columbus.gov
HITTINGER	DAVID L	davidhittinger@gmail.com
Hlad	Michael	mhlad@macedonia.oh.us

HOBART	STEVEN J	steve.hobart@whitehall-oh.us
HOBGOOD	TIMOTHY W	esi942@woh.rr.com
HOBSON	MARK D	mhobson@calcominc.com
HOCEVAR	DAVID T	hocevar@southrussell.com
Hodges	Sean L	MSH88SLH@aol.com
Hodulik	Kirk D	khodulik@zoomtown.com
Holbert	Harry L	hholbert@sycamoretownship.org
Holbrook	Joseph F	jholbrook@co.delaware.oh.us
HOLDERMAN	DANIEL	holdermand@zoominternet.net
Holfeltz	Kevin	jacobman1@sbcglobal.net
HOLMAN	GREGORY B	gholman1@hotmail.com
HONG	CURTIS F	corkyhong@totalink.net
HOPPER	CHET A	chet.hopper@gmail.com
HORNER	THOMAS A	thorner@cityofwestlake.org
HORNER	WILLIAM L	whorner@woh.rr.com
HORSEMAN	THOMAS K	buildinginspector007@msn.com
HORSTMAN	DENNIS A	horstmand@mcchio.org
HORVATH	CHRISTINE L	shorvath002@neo.rr.com
HORVATH JR	CHARLES L	chorvath@northrandall.com
HOUPPT	ROGER H	rhouppt2000@yahoo.com
Houston	James R	jhouston@city.cleveland.oh.us
HOVANCSEK	LOUIS A	hovancsekl@orangevillage.com
HOWARD	BRENT	brentdhoward@gmail.com
HOWARD	MARK D	markhoward607@gmail.com
Hren	Edward J	hren@cvelimited.com
Hribar	Lisa	lhribar@sbcglobal.net
Hubbard	Dan	dan.hubbard@uponor.com
HUBBS	GARY R	gary.hubbs@co.warren.oh.us
HUBER	CHARLES E	chuber@medinaco.org
HUBER	CHARLES E	chuber3@neo.rr.com
HUELSMAN	DOUGLAS M	fpdinc@gmail.com
Hughes	Brandon	bhughes@cityofeuclid.com
HUGHES	DARRYL K	darhughes@aol.com
HUIET	THOMAS J	tomh@cityofmiddletown.org
HULSEY	MICHAEL D	mike@lima.parable.com
HUMBLE	LISA	lisa.humble@health.hamilton-co.org
HUMMEL	DANNY L	hummel@cityofmentor.com
HUMPHREY	JOHN D	humphreyjohn@sbcglobal.net
HUNZIKER	AL R	ahoakwood@hotmail.com
HURST	JOHN E	jhurst@cityofbrookpark.com
Hussain	Navid	nhussain@city.cleveland.oh.us
HUSTON	MARK D	mhuston@baymec.com
HUTSON	JOSEPH C	shutson@sonitrolsw.com
ICE	AARON D	aaron.ice@cincinnati-oh.gov
ILIANO	MICHAEL	miliano@city.cleveland.oh.us
INGRAM	DENNIS R	ingramd@ci.hamilton.oh.us
INMAN	MICHAEL R	michael.inman@hamilton-co.org

IRVINE	RICHARD C	rirvine@co.delaware.oh.us
IRVINE JR	DOUGLAS A	dirvinejr@brigadefire.com
IVENSO	EMMANUAL C	manny.ivenso@cincinnati-oh.gov
Iwenofu	Anthony O	t_iwenofu@yahoo.com
Jackson	Bruce R	brj@squareonearchitects.com
Jackson	David	drj@reagan.com
JACKSON	ROBERT L	bobjackson@windstream.net
JACOBS	DAVID F	inspector509@yahoo.com
JACOBS	LARRY P	larry.jacobs@daytonohio.gov
JACOBSEN	CURTIS R	curt.jacobsen@tnb.com
JACQUES	ANTHONY D	anthony.jacques@com.state.oh.us
JAMES	TERRY M	terry.james@cincinnati-oh.gov
JAMISON JR	JACK E	jackjamisonjr@comcast.net
JANKOWSKI	MIKE	mjankowski@p-e-i.com
JARUS	THOMAS A	tjarus@hotmail.com
Jenkins	Zachary D	zachjenkins07@yahoo.com
JENKINS	DANIEL D	dwayne.jenkins@ketteringoh.org
JENSEN	ALLAN R	al.jensen@securitycorp.com
JERN	JEFFREY J	jeff.jern@koorsen.com
JEWETT	TIMOTHY D	tim.jewett@westerville.org
JEWITT	MARK	mark.jewitt@lakewoodoh.net
JIANG	YEONG-TARNG	ytjiang@com.state.oh.us
JINDAL	SUDHIR S	sudhir.jindal@com.ohio.gov
Johnson	Gerald J	gjohnson@ntainc.com
Johnson	Robert A	bjohnson@radcoinc.com
JOHNSON	LYNN L	lynn.johnson@hamilton-co.com
JOHNSON	TYRONE	corvette721946@hotmail.com
JOHNSON	DENNIS	johnsonralphy@yahoo.com
JOHNSON	PHILIP R	prjaia@wowway.com
JOHNSON	CHRISTOPHER L	2specfad@gmail.com
JOHNSON	STEPHANIE A	stephjohns@gmail.com
JOHNSON	BILL A	bjohnson@co.delaware.oh.us
Joly	Martin J	martin.joly@vfpfire.us
Jones	Richard J	rijones@simplexgrinnel.com
Jones	Jeffrey	jeffjones0206@aol.com
Jones	Raymond	rjones@simplexgrinnell.com
Jones	Morgan N	radco.pitt@gmail.com
JONES	D MICHAEL	dmjmgt@yahoo.com
Joseph	Alan	alan.joseph@siemens.com
KACZOR	DANIEL J	plansappr@att.net
KALMAR	TIMOTHY A	tkalmar@aol.com
KAMINSKI	DAVID A	pdkaminski@aol.com
KAMMER	ALBERT H	CAK1050@yahoo.com
Karich	Michael A	kccconst@gmail.com
KARR	MARK G	mark@mgfiredesign.com
KASUNICK	JOSEPH A	jokayservices@yahoo.com
KAUFMAN	ROBERT	rkaufmans@aol.com



KAVARAS	MARK W	kavaras.mark@att.net
KEARNS	DOUGLAS A	dkearns@fokeng.com
KEEN	CHRIS L	chriskeen@woh.rr.com
KELLEHER	MICHAEL P	kellehermike1@gmail.com
KELLER	DARRYL S	darkeller@gmail.com
KELLER	WILLIAM E	ed.keller@ketteringoh.org
Kellerman	Deborah	deborah.kellerman@cincinnati-oh.gov
Kelley	Jason C	jkelly8474@yahoo.com
KELLEY	KEVIN A	kevin.kelley@lakewoodoh.net
KELLEY	ROBERT T	bobkelley@trisccontrols.com
KELLY	SHAWN L	skelly@spkr.com
KELLY	MARK P	markpkelly@bex.net
KENT	GEORGE R	GRKENT@CO.STARK.OH.US
KERST	ROBERT A	rak1776@earthlink.net
KESSINGER	GREGORY C	greg@firealarm.org
KESSLER	GARY	kesslergl@butlercountyohio.org
KESSLER	JAMES P	jkessler@zenithsystemsllc.com
Kidd	Gerald	kiddg2@netzero.com
KIEFFER	LAWRENCE W	lawrence.kieffer@cincinnati-oh.gov
KIEFFER	LAWRENCE W	lwkieffer@earthlink.net
KIGHT	KELSON C	kelly.kight@ci.chillicothe.oh.us
Kilbane	James J	jjk5755@hotmail.com
Kilgore	Wayne D	dkilgore@telgian.com
KING	KEITH	kk7105@sssnet.com
KING	GORDON E	gekmb@msn.com
King-Bey	Preston D	pking-bey@city.cleveland.oh.us
KIRIN	DENNIS	dkirin@cityofoberlin.com
KITCHEN	LISA M	lkitchen99@aol.com
KITTRICK	KEVIN J	alexplus5@aol.com
KITZMILLER	RALPH G	rgkitz@yahoo.com
Klakamp	Bryan A	bklakamp@sbcglobal.net
KLEIN	GERALD L	jklein_3@yahoo.com
Klenke	John	jklenke@clarkcountyohio.gov
KLINAR	RICHARD G	richard_klinar@cityoflorain.org
KLOCINSKI	PHILIP C	pklocin@co.lucas.oh.us
KLUG	PAUL R	paulklug@cinci.rr.com
Kneidl	Ronald P	ronkneidl@fuse.net
KNISS	PHILL J	phillkniess@sbcglobal.net
KNIGHT	WILLIAM H	whk03@hotmail.com
KNILANS	RICHARD R	rknilans@clarkandpost.com
KNISLEY	JAMES R	jimbobalan@yahoo.com
KNOX	JOEL A	docdestructo@yahoo.com
Koch Jr.	Charles M	sideoutck@yahoo.com
KOEHLER	JAMES P	jpkoehler@columbus.gov
Koller	Tim	tskoller@columbus.gov
KONYS	PAUL R	pkonys@gmail.com
KOOGAN	HUGH A	koogan@buckeye-express.com

KORNICK	JOHN B	jbkornick@aol.com
KOSKI	CHARLES E	ckoski@embarqmail.com
KOSSLER	RICHARD P	randC816@gmail.com
KOSZTALA	STEVEN	sk9@fuse.net
KOSZTALA	STEVEN	steve.kosztala@hamilton-co.org
KOVACS	STEPHEN D	skovacs1503@comcast.net
KOWALCZYK	PAUL	pkowalczyk@seuclid.com
KRAFT	WILLIAM L	wkraft@massillonohio.com
KRAMER	MICHAEL E	mkramer@ohiovalleyelectric.com
KRANBUHL	TIMOTHY J	tkranbuhl@fuse.net
KRINER	HARRY L	hkriner@warren.org
Ksiri	Abdellah F	aksiri@columbus.rr.com
Kueffner	Michael	mike.kueffner@hamilton-co.org
KULCHYTSKY	DANYLO J P	dk@studiodka.com
KULCSAR	SELWYN L	sel.kulcsar@fairviewpark.org
KUNZ	THOMAS P	kunzt@lyndhurst-oh.com
KURELIC	THOMAS M	1buckeyetom@gmail.com
KURTZ	ROBERT	inspectorkurtz@yahoo.com
KUSS	JOHN A	jonaku@aol.com
KUZMA	ALBERT P	akuzma@co.greene.oh.us
Kuznik	Richard P	rkuznik@cityofbayvillage.com
Kuznik	Richard P	rkuznik17@gmail.com
LABRIOLA	JOHN M	jlabriola@summitoh.net
LACKEY JR	EUGENE	eugene.lackey@gmail.com
LACKEY JR	EUGENE	eugene.lackey@cincinnati-oh.gov
LAHETTA	PHILLIP M	plahetta@cityofelyria.org
LaLonde	Douglas	llnddg@aol.com
Lalvani	Latika	latika.lalvani@gmail.com
LAMB	CHRISTOPHER J	chrisl@concordfp.com
LAMPING	CARL W	clamping@clermontcountyohio.gov
LANDEG	BRUCE	blandeg@lakecountyohio.gov
LANZER	STUART A	stuart.lanzer@siemens.com
LARGE	KELLY	klarge@aol.com
LARKIN	DANIEL E	dan@larkinelectric.com
Larkins	Stephanie	slarkins@city.cleveland.oh.us
LASKO	JEFF	jlasko@com.state.oh.us
LATTARULO	WILLIAM E	william.lattarulo@hamilton-co.org
Lauer	Brian	bigtrain10@yahoo.com
LAVALLE	EUGENE A	gene.lavalle@wowway.com
LAW	WESLEY EUGENE	wesleylaw@aol.com
LAZAROWSKI	GEORGE D	G.Lazarowski@gmail.com
LECHER	RICHARD P	rricklecher@aol.com
Ledbetter	Brian J	bledbetter@ntainc.com
Lee	Robert E	rlee@ntainc.com
Leffel	Michael J	mleffel@garfieldhts.org
Leffingwell	David M	dleffingwell@hardfire.com
LEHMAN	CHRISTOPHER	clehman@ntainc.com

Leichman	Robert C	rob@cityoftrenton.com
LEMAITRE	ROBERT	rlemaitre@oregonohio.org
LEMASTER	EDWIN C	lemastere@mcohoio.org
LE-MON	DEXTER P	cindyle-mon@neo.rr.com
LENKO	BRYAN	blenko@dublin.oh.us
LENZ	A PETER	lenzgroup@gmail.com
LEONARD	RICHARD	rleonard@ntainc.com
LEOVIC	DOUGLAS M	dleovic@wickliffefire.org
LESZCZYNSKI	RONALD D	rleszczyński@telgian.com
LEWIS	GORDON L	glewis@shambaugh.com
LEWIS	LEONARD R	llewis.obcc@gmail.com
LEWIS	DAMON G	dlewis@lifesafetyllc.com
LEWIS	MICHAEL	MLEWIS@STOW.OH.US
Lewis Sr	James M	jlewisr@sbcglobal.net
LIEBIG	HANS J	hjllebig@aol.com
LISTERMANN	DAVID J	davel@concordfp.com
Little	Rickie C	ricklittle1219@aol.com
LIVECCHI	RICHARD	rlivecchi@netzero.net
LLOYD	WILLIAM D	blloyd7181@gmail.com
LOBOSCHEFSKI	BRANDON	loboschefski-brandon@maumee.org
LOCKHORN	DAVID J	dave.lockhorn@gmail.com
LOCONTI	RICK J	rloconti@munibis.com
LONG	DAVID E	dlong004@insight.rr.com
LONG	DAVID E	david.long@whitehall-oh.us
LONG	MICHAEL	mlong@washingtontwp.org
LOPER	EDWARD R	eloper@dublin.oh.us
Lopez	Luis	llopez@city.cleveland.oh.us
LOTUS	JOHN E	lotuselectrix@yahoo.com
Loury-Blockum	Geraldine	gblockum@city.cleveland.oh.us
Loury-Blockum	Geraldine	leeloury@yahoo.com
Lovece	Stewart	engineersl@aol.com
LOVELL	TEILA C	tlovell@nridgeville.org
LOWMAN	STEFON E	stefon.lowman@comunale.com
LUCKETT JR	THOMAS M	tom.luckett@ketteringoh.org
LUSTER SR	JOSEPH P	joseph.luster@cincinnati-oh.gov
LUSTER SR	JOSEPH P	cincystop@yahoo.com
Lutz	Brett	brettlutz@mdia.us
LYDAY	DANIEL R	dlyday@groveport.org
LYNAM JR	ROBERT J	rjaylynam@tpmechanical.com
Lyons	Robert A	rl Lyons@cityofbayvillage.com
LYONS	MICHAEL W	mlfiredesign@gmail.com
LYONS	ROGER A	rl Lyons@tallmadge-ohio.org
LYONS	JAMES A	jlyons@hwceng.com
Macartney	David J	macartney620@yahoo.com
MacBride	Donald J	dona149@dom.com
MacBride	Patrick J	pmacbride@cityofwestlake.org
MACK	JOHN A	jmack@ecohba.com

Mackless	Joseph	j1060@roadrunner.com
MAGUIRE	ALLAN T	allan.maguire@comcast.net
MAHAFFEY	RON	ronmahaffey@cinci.rr.com
MAHONEY	MICHAEL J	mjxmahoney@earthlink.net
MAICHLE	JOHN A	jmaichle@clvhts.com
MALONEY	THOMAS M	tom.maloney@co.warren.oh.us
MANDATO	JOSEPH	mandatoj@lyndhurst-oh.com
MANGAN	JOSEPH N	manganj@mcoho.org
MANGIO	ALWIN J	amangio@yahoo.com
MANION	TIMOTHY J	tjmanion@columbus.gov
MANION	MARK E	memanion@columbus.gov
MANOS	PAUL J	moveup01@msn.com
MANSOUR	JAMAL M	jmmansour@columbus.gov
MAREK	BRUCE N	bn.marek@roadrunner.com
Mariano	Patrick	pakamido@gmail.com
MARINUCCI	DANIEL F	ncx@msn.com
MARRELLI JR	JOHN R	jmarrelli@mayfieldvillage.com
MARRIOTT	KENNETH J	kmarrriott@city.cleveland.oh.us
MARRIOTT	KENNETH J	marriott@copper.net
MARSH	JOHN R	jmarsh56@cox.net
MARSHALL	DANTE D	dmarshall@co.greene.oh.us
MARSHALL	ALLEN C	acmarshall@msn.com
MARSTILLER	RON	team.marstil@yahoo.com
MARTI	DONALD N	marti@cityofmentor.com
MARTIN	ROBERT L	bobm675@fuse.net
MARTIN	ROBERT W	RMARTIN15@WOH.RR.COM
MARTIN	SCOTT D	panthers@insight.rr.com
MARTIN	KENNETH H	kenmartinarchitect@netzero.net
MARTIN JR	WILLIAM L	bmartin@ovfp.com
Massey	Joseph	freedomblue7@yahoo.com
MASSON	GREG	gmasson@cityofavon.com
MASTANDREA	ROD M	rmastandrea@solonohio.org
MASTRINO	CHRISTOPHER K	cmastrino@woh.rr.com
MATAN	DOUGLAS E	dbmatan@columbus.gov
Mate	Robert C	robert.mate@lakewoodoh.net
Matheis	Mark	bikerbyjesus@gmail.com
MATLACK	DUANE B	dmatlack@co.delaware.oh.us
Matthews	Kenny	cmatt2@roadrunner.com
MAXWELL	BRIAN T	bmaxwell@simplexgrinnell.com
May	William Dale	williamchey@sbcglobal.net
MAYNARD	WALTER V	walt@maynardent.com
MCBRIDE	DAVID G	mcbfamily@roadrunner.com
MCBRIDE	DAVID L	davdi.mcbride@whitehall-oh.us
MCCARTHY	CHRISTOPHER S	chris.mccarthy@fs.utc.com
MCCLINTOCK	TIM	timmcclintock@gmail.com
MCCOLGAN	JOSEPH WILLIAM	wmccolgan@cityofparma-oh.gov
McCORKENDALE	RYAN M	rmccorkendale@americanfiretech.com

MCCOURT	MICHAEL J	mmccourt2@cox.net
MCCOURT	MICHAEL J	mmccourt@cityofbrookpark.com
McCullah	Michael	mikemccullah@yahoo.com
MCCURDY	MICHAEL T	mmccurdy@wowway.com
MCDANIEL	JAMES K	jmcdaniel@telgian.com
McDermott	Scott	mcdermott89@msn.com
McDonald	Dale	cdadale54@yahoo.com
MCDONOUGH	TIMOTHY J	timothyj.mcdonough@gmail.com
McDowell	Daniel A	damcdowell@columbus.gov
McElroy	Brian T	brian.mcelroy@hamilton-co.org
MCERLANE	WILLIAM K	wmcerlane@springdale.org
MCFANN	KEITH L	searayone19@aol.com
MCFARLAND	JAMES L	james.mcfarland@cincinnati-oh.gov
McGinley	Mark C	mmcginley@city.cleveland.oh.us
MCGLOTHEN	DAVID A	david.mcglouthen@ci.fairborn.oh.us
MCGURN III	JOSEPH P	mcgurn.joe@gmail.com
MCINTYRE	ROBERT B	rmcintyre@fairfieldtwp.org
MCINTYRE	JAMES E	sighomeinc@aol.com
MCLAUGHLIN	ROBERT W	rrmcl@ameritech.net
MCLAUGHLIN	CHARLES J	cjmarct@yahoo.com
McLelland	Ronald L	mcron72@yahoo.com
McMichael	Janet	jmc michael@city.cleveland.oh.us
MCNAMARA	PATARICK	casey.mcnamara@hamilton-co.org
MCREYNOLDS	JAMES S	jmcreynolds1492@yahoo.com
MEDANCIC	MLADEN	muci9119@gmail.com
MEDLEY	BRYAN D	bmedley@columbus.rr.com
MEEKER	ROY W	rmeeek2@hotmail.com
MEEKS	DOUGLAS P	dougmeeks@brewersprinkler.com
Meiring	Glenn T	glenntmeiring@gmail.com
Mejias-Yance	Joanne M	joanne.mejias@ketteringoh.org
MEMORY	DAVID G	kvolt45@yahoo.com
MENKE	JOHN H	menkej@sbcglobal.net
MENN	DAVID S	david_menn@sbcglobal.net
MENSTER	WILLIAM F	wmenster@comcast.net
MEOLA	JONATHAN R	jmeola@ctconsultants.com
MERCER	DONALD R	dmercerc1@cinci.rr.com
MERICLE	ERIC B	emericle@woh.rr.com
Merritt	James A	jimmerritt@competentelectrical.com
MERZ	MICHAEL A	mmerz@hilliardohio.gov
MESSING	COREY J	cmessing@femoranalarm.com
MESSNER	MICHAEL J	326mmessner@lightstream.net
Metrick	RONALD J	metricksprinkler@yahoo.com
METZ	RUSSELL	rometz@zoominternet.net
Meyer	Timothy A	tmeyerarch@neo.rr.com
MEYER	GERALD	gerald.meyer@cincinnati-oh.gov
MEYER	MARK H	mmeyer@co.wood.oh.us
MEYERS	JOSEPH A	joemey21@cox.net

MICK	ROGER D	rmick@ci.springfield.oh.us
MIDGLEY	KENNETH I	kenneth1@aol.com
MIELKE	TERRY W	terry@mwmielke.com
MIHALISIN	MICHAEL G	mgmss@roadrunner.com
Milinkovich	Marc A	marcvich@zoominternet.net
Miller	Greg	gmiller@co.delaware.oh.us
Miller	John C	miller-plumbing@hotmail.com
MILLER	RANDALL R	Randym@capfire.com
MILLER	MICHAEL D	mike.miller@strongsville.org
MILLER	ROBERT L	bobmiller2110@yahoo.com
MILLER	DALE A	ididitnooneelse@yahoo.com
Mindyas	Jeffrey M	jeff.mindyas@strongsville.org
MINIHAN	MICHAEL S	sean.minihan@cincinnati-oh.gov
Minnick	Matthew A	mattminnick@safetysystemsinc.net
Mitchell	Timothy S	tsmitchell_1965@hotmail.com
MITCHELL	JEFFREY W	jmittchell@centuryfp.com
MITCHELL	JAMES G	jimm@ma-architects.com
MITCHELL	MICHAEL A	mittchell.8@osu.edu
MLYNAR	RONALD S	patronml@aol.com
MODAFARI	JAMES A	jmodafari@simplexgrinnell.com
Moeller	Walter C	wmoeller@cityofstbernard.org
Molinski	Michael	m_molinski@yahoo.com
Molnar	David	dmolnar1@hotmail.com
MONACO	LUIGI	sky88line@hotmail.com
MONACO	NINO	ninomonaco@sbcglobal.net
MONEA	TIMOTHY L	tmonea@woosteroh.com
MONTGOMEI	LEE A	lamontgomery@columbus.gov
Moody	Alan J	ajmoody200@yahoo.com
MOONEY	VALERIE T	valplumber@oh.rr.com
MOORE	THOMAS E	tmoore1767@aol.com
MOORE	STEPHEN J	smoore019@columbus.rr.com
MOORE	SEAN	sean.moore@hamilton-co.org
MORAN	KEVIN M	kmoran256@aol.com
MORELOCK	CHARLES R	reasemo@yahoo.com
Morgan	Angela R	angela.morgan@daytonohio.gov
MORO	MARK	mmoro001@ameritech.net
Morris	Keith S	pyro34230@gmail.com
MORRIS	JERRY L	morris06@adelphia.net
Morton	Robert D	rdmorton_77@yahoo.com
MOSER	KENNETH A	jm26km24@roadrunner.com
MUELLER	JOHN F	jmueller@epssecurity.com
MULARONI	SCOTT J	mularoni@aol.com
MULLENS	MITCHELL M	mmullens@hilliardohio.gov
Mullins	Neil	E50213@aol.com
Mullins	Douglas	dmullins0982@yahoo.com
MUMFREY	MARIO L	mmumfrey@inspectionbureau.com
Munz	David E	dmunz@ntainc.com

Murawski Jr	Bennie C	benniemurawski@yahoo.com
MURPHY	KENNETH J	jim20murphy@yahoo.com
MURRAY	GLENN J	gmurray@city.cleveland.oh.us
MURRAY	GLENN J	lgmurray@netzero.com
Murray Jr	Theeotis	tjmurray73@yahoo.com
MURRY	ROBERT L	robertm@securitec1.com
MUSKA	DAVID W	davidw.muska@energizer.com
Muzilla	Don	djmuzilla@yahoo.com
Myers	William M	matt.myers@fssi.us
MYERS	PAUL E	bdp@cityofstbernard.org
MYERS	JAY	jay.myers@fayette-co-oh.com
MYERS	SHARON	Sharon.Myers@com.state.oh.us
NADEAU	WILLIAM C	wcnadeau@yahoo.com
NADER	JOSEPH C	joe.nader@kzf.com
NAKOUZI	RAFIC M	raficn@forestpark.org
NAPLES	JOHN C	john.naples@com.state.oh.us
NASH	LEANNE	emscoord@westcarrollton.org
Ndiaye	Souleymane	nourousaid@yahoo.com
NEAL	BRIAN L	blneal@columbus.rr.com
NEFF	DARYL T	dneff@koester-corp.com
NEFF	ROGER	roger.neff@evendaleohio.org
NEIGHBOR	BRUCE A	banvln@aol.com
NELSON	RICHARD E	rnelson@medinaco.org
NEMCHIK	DAVID	davidnemchik@msn.com
NEMEC	STEVE	steve200769@yahoo.com
Neufer	Timothy A	tanarch@cox.net
NEUMEYER	KENNETH C	neumeyerken@yahoo.com
Newhart	Ray O	raynew88@yahoo.com
Nice	Kenneth R	KNICE@SSSNET.COM
Nicholas	James E	jimn@firefoe.com
NICHOLAS	EARNEST A	earniesr@firefoe.com
NIED	RONALD J	walnutrdg@gmail.com
Niehart	William C	chrisniehart@oh.rr.com
NIMON	JOSEPH P	jnimon@newalbanyohio.org
NITZSCHE	ROBERT L	nitzsche@kentohio.org
NITZSCHE	ROBERT L	nitz424@gmail.com
NOE	CLAUDE A	cnoe@cityofsharonville.com
NOE	CLAUDE A	claud.e.no.e@gmail.com
NOLAND	JULIE M	L7445@aol.com
NORRIS	DONALD R	donn63@comcast.net
NORTH	KEVIN A	kevinnorth@firedande.com
NOTTURNIAN	ANTHONY M	tonynotturniano@gmail.com
NOVAK	JAMES R	nj8464@sbcglobal.net
Nugent	Patrick H	pnugent@rrcity.com
Nupp	Peter J	pjnupp@gmail.com
NUSKY	DAVID L	nuskydl@butlercountyohio.org
Nussbaum	Mark	mnussbaum@woosteroh.com

Nystrom	Carl K	cnystrom@city.cleveland.oh.us
OBERST	KENNETH D	koberst@integratedprotection.com
O'BRIAN	ROBERT E	reo'brian@columbus.gov
OCKINGTON	THOMAS J	ockington@frontier.com
O'CONNELL	MICHAEL V	mvoconnell@sbcglobal.net
O'CONNELL	MICHAEL V	moconnell@city.cleveland.oh.us
O'CONNORS	BRIAN S	boconnors@elford.com
O'CONNORS	ROBERT M	boconno@live.com
O'Donnell	Joseph	jodonnell@cityofeuclid.com
OHLER	DEBORAH D	dohler@com.state.oh.us
Oldham	William	bill@apfire.net
Oliver	Mark A	mark.oliver@cincinnati-oh.gov
Oliver	Dennis K	olivers1092@yahoo.com
OLIVER JR	NED A	nedaaj1@yahoo.com
Olszewski	Victor D	volszewski@co.union.oh.us
Olszewski	Victor D	vicolszewski@gmail.com
OPATRYN	CARL J	carlopatryn@sbcglobal.net
OPREA	STEVEN E	steve.oprea@strongsville.org
O'REGAN	STEPHEN P	pipewerx@yahoo.com
Ores	Brian	oresbrian@yahoo.com
ORR	ROBERT J	borr@simplexgrinnell.com
OSGOOD	RICHARD	rosgood@cityofsharonville.com
OSPELT	MATTHEW S	ospelt@sbcglobal.net
OSSEGE	STEPHEN D	stephen.ossege@cincinnati-oh.gov
OSTERDAY JR	CHARLES A	costerday@ntainc.com
OSTERTAG	ROBERT L	bobo2@aaahawk.com
OTTO	ERIC M	eric.otto@cincinnati-oh.gov
OYSTER	RYAN D	royster@simplexgrinnell.com
PACHAN	W MICHAEL	wmichael9@gmail.com
PACKARD	SCOTT M	spackard1@msn.com
PAHANISH	BENJAMIN A	BPahanish@aol.com
PAIGE	GEORGE C	gpaige@cityofstreetsboro.com
PAISLEY	JAMES D	kpaisley@hotmail.com
PALL	RICHARD S	richspall@aol.com
Parker	Bryan W	bparker@co.champaign.oh.us
PARKER	JON H	jparker81546@aol.com
PARKER	KENNETH S	kenparker@hlparker.com
Parks	Michael R	mike@yourhomesok.com
PARROTT	WILLIAM L	bparrott@columbus.rr.com
PARSLEY	GEORGE F	parsley8993@msn.com
PARSONS	LARRY E	larryeparsons65@yahoo.com
PARSONS	LARRY E	larry@cityofspringboro.com
Partika	Rick	rpartika@cafarocompany.com
Passarell	Richard T	pbihomeimprovement@gmail.com
PATRICK	DUANE K	duane.patrick@vfpfire.us
PATRICK	ROBIN L	rlpelectric@aol.com
PATTERSON	MARK	Lmpatterson@live.com



PATTERSON	DOUGLAS R	doug.patterson@atech-fire.com
PATTON	ROBERT J	rp4290160@aol.com
PATZKOWSKY	CHRISTOPHER	chpatzkowsky@msn.com
PAULLIN	DEVON	devondp@neo.rr.com
Paulsen	John	jpaulsen@wittenberg.edu
PAYNE	JOHN W	jwpayne@earthlink.net
PAYNE	TIMOTHY E	talt4093@yahoo.com
Pearce	Joel	jpearce@superiorfire.net
PECH	ANDREW R	apech@arpheating.com
Peltz	David A	peltzd@north-olmsted.com
PENNIX	JEROD E	jerod.pennix@cantonohio.gov
Peoples	Leroy	lpeoples@yahoo.com
Perdue	Andrew M	andy.perdue@cincinnati-oh.gov
PETERS	ROBERT R	bpeters@preferredfire.com
PETERSON	BLAKE E	bisliwin@co.trumbull.oh.us
PETO	FRANK A	fpeto@att.net
PETRIE	DAVID L	dpetrie@cebridge.net
Petro	Christine E	cpetro@city.cleveland.oh.us
Petrou	Charles J	candtp@live.com
PETTIT II	ROGER D	RPETTIT@CO.UNION.OH.US
PHILLIPS	JEFFREY M	advancedfire@frontier.com
PHILLIPS	WILLIAM M	william.phillips@com.state.oh.us
PHILLIPS JR	DONALD L	dphillips@columbus.rr.com
Phipps	Marvin	mhipps@delawareohio.net
PIASECKI JR	GERALD F	jerry@gfpadvantage.com
PIATAK	JAMES M	jpiatak@sbcglobal.net
Piatt	Mark	mpiatt@integratedprotection.com
PIATT	MICHAEL R	mpiatt@fairfield-city.org
PIAZZA	DONALD L	donald53@juno.com
PIETRZAK	DOUGLAS E	rdy2race02@woh.rr.com
PINKERMAN	CHARLES E	esinspector@ameritech.net
PINKNEY	JAMES A	pincdogg@sbcglobal.net
PIRKO	JOHN A	johnpirko@att.net
PISCOPO	RICHARD A	rapiscopo@roadrunner.com
PITZER	GARY E	gpitzer@clermontcountyohio.gov
PITZER	MICHAEL E	inspector510@yahoo.com
Pizzuti	Glenn	gpizzuti@glennpizzutiarchitect.com
PLANT	HAROLD L	harold2112@att.net
PLATTON	MICHAEL E	mplatton@aol.com
PLAZA	SAUL	saul_plaza@cityoflorain.org
Plowman	Chad	chadplowman@yahoo.com
Pochatek	Jameison	jpochatek@cityofberea.org
POE	GAYLORD	gpoe@inspectionbureau.com
POIRIER	MICHAEL D	m-epoirier@sbcglobal.net
POIRIER	MICHAEL D	mpoirier@groveport.org
POLAND	JOHN E	icerun@woh.rr.com
POLINSKI	STEVE J	spolinski@cityofoberlin.com

POLINSKI	STEVE J	stevepolinski@adelphia.net
POLLOCK JR	EDGAR L	pol8129@yahoo.com
Ponchak	Greg	gponchak@ipsid.com
Pool	Timothy	timpool@sbcglobal.net
Poorman	Jarrold	jarrodp@xfireprotection.com
POST	ORAN P	op317@sbcglobal.net
POTTLITZER	BRIAN T	todd@vulcanfiresystems.com
POTTS	ROBERT C	robpotts1@woh.rr.com
POULIMENOS	DEMETRIUS J	j.poulimenos@femoran.com
POULOS	GEORGE J	building@ci.sandusky.oh.us
Poulton	Thomas R	ltctrpret@yahoo.com
Powell	Kathy	kathleen.powell@siemens.com
Powers	Robin	rpowers@trarnold.com
POWERS	ROBERT A	robert.powers@fayette-co-oh.com
Price	Ronald	matt@capfire.com
PRICE	ROBERT K	rprice14@columbus.rr.com
PRYKAN	LAWRENCE E	lprykan@medinaco.org
PRYOR	JACK W	jpryor@lcounty.com
Pugh	Jason	megpugh@windstream.net
Puhl Sr	Christopher J	gspbb@aol.com
Purvis	Lloyd	purviscircus@hotmail.com
PUSKAS	LARRY	larrypuskas@yahoo.com
PUSTI	DAVID J	dpusti@mparc.com
PUTNAM	KEITH W	kwputt@horizonview.net
PUTTIN	WILLIAM P	wputtin@aol.com
PYERS	GEORGE	georgepyers@yahoo.com
PYERS	GEORGE	gpyers@columbus.gov
RABE	RONALD O	rrabe@shambaugh.com
RABER	JOHN W	jraber@autotechfire.com
RADY	WILLIAM C	brady@painesville.com
Ramos	Jose	jramos@city.cleveland.oh.us
RAMSER	SAMUEL M	smrandajr@yahoo.com
Ramsey	Joseph	Ramseyj111@yahoo.com
Randles	Christopher	randles93@gmail.com
RANDOLPH	LARRY A	lar1@bnin.net
RANKIN	CHARLES A	carankin@columbus.gov
Rapnicki	Michael J	mjrpnicki@sbcglobal.net
RASKIN	STANLEY L	stanraskin@aol.com
Ratliff	Charles	cratliff1@fuse.net
RAWSON	JEFFREY E	jrawson@villageofnewalbany.org
REAPE	JOHN W	reapemechanical@hotmail.com
REAPER	REGINALD W	wayne.reaper@gmail.com
Reedy	Donald	pdq_electrical_contractors@yahoo.com
REEVES	MARK A	MACREEVES52@CINCI.RR.COM
REFFITT	MICHAEL A	mreffitt@co.logan.oh.us
REGAN	MICHAEL T	michael.regan@com.state.oh.us
REID	RONALD D	zcdad@yahoo.com

Reiff	Casey	cjreiff12@koorsen.com
REINSMITH	LAWRENCE D	lreinsmith1@ci.wilmington.oh.us
Reisdorf	Mark A	mreisdorf@richlandcountyoh.us
Retherford	Mark	retherfordmd@butlercountyohio.org
Retherford	Mark	MR05HD@aol.com
RETTBERG	JEFFREY S	inspector64@att.net
REYNOLDS	TIMOTHY J	tim.reynolds@beachwoodohio.com
RHODES	KEVIN M	kevin.rhodes@cincinnati-oh.gov
RHYM	ROBERT	rrhym@sbcglobal.net
Riccardi	Richard M	rriccardi@city.cleveland.oh.us
RICHARDSON	JAMES A	jarichardson@columbus.gov
RICHCREEK	LARRY L	LLRichcreek@muskingumcounty.org
RICHHART	DANIEL C	danrch@aol.com
Richter	David N	drichter@ntainc.com
RIEDE	WILLIAM F	bill@riceelectricalsales.com
Riggs	Steven	artiststevenriggs@yahoo.com
Riley	Brock A	brock.riley25@yahoo.com
RILEY	RAY	rriley@trarnold.com
Rinehart	Wayne L	rinehartwl@yahoo.com
RISSER	STEPHEN M	stephen.risser@gmail.com
Ritchey	David J	djritchey@herculesfire.com
Ritchey	Francis X	fxritchey@columbus.gov
Rivera	Steven J	cgcrivera@yahoo.com
RIVERA	KENNETH	riverak@ci.hamilton.oh.us
ROAHRIG	CHERYL L	clroahrig@columbus.gov
ROBBINS	CHAD C	chrobbins@simplexgrinnell.com
ROBERTS	RANDALL E	rer2295@neo.rr.com
ROBINSON	TED E	ttlogann@gmail.com
ROBINSON	CATHRYN H	chrobinson82@yahoo.com
ROBINSON	JEFFREY H	jeff.robinsion@comunale.com
Robison	Rex	rrobison@cityofdefiance.com
Robison	Rex	rexandlori@aol.com
RODIC	ROBERT A	bobrodic@mayfieldheights.org
RODIC	RUSSELL J	rrodic@twinsburg.oh.us
ROE	PHILLIP W	roefire@insightbb.com
ROENIGK	BRIAN A	baroenigk@msn.com
ROGERS	GREGORY L	grogers815@aol.com
ROGGE	CHARLES M	crogge@preferredfire.com
ROLE	DALE P	roleda@hotmail.com
Romanyak	Andrew	andrew.romanyak@grunau.com
Romito	Anthony	cherieandtonyromi@yahoo.com
Rosato	Leland M	lelandrosato@gmail.com
Rose	Eric J	ejrose@tlglss.com
ROSE	DENNIS W	denniswrose04@yahoo.com
ROSE	BRIAN R	brian.rose@fairfield-city.org
ROSS	GARY D	santoro@one.net
ROSS	WILLIAM P	rossarch@msn.com

ROSS	MATTHEW E	metdross@hotmail.com
ROUSH	MICHAEL A	maroush@columbus.gov
ROYAL	SCOTT E	seroyal@currenthvac.com
ROZANSKI	JAN	jrozanski@dublin.oh.us
Rubadue	Tim L	tim@rubadueconstruction.com
RUCKER	JEFFREY A	jrucker3@woh.rr.com
RUDA	MICHAEL J	mikeruda@bassettsprinkler.com
RUDEY	MICHAEL J	mrudey@co.wood.oh.us
Rupert	Darryl	rupertd@ci.hamilton.oh.us
RUSANOWSK	JANET E	jerusanowsky.18@firstlocal.net
Rush	Philip	lwb704@hotmail.com
Rush	Jeffrey S	jrush@asebrook.com
RUSINOW	NORMAN E	chunkner@aol.com
RUSSELL	DANIEL T	dandrussell@sbcglobal.net
RUSSO	ANTHONY	arusso3@oh.rr.com
RUST	RICHARD J	rj51rust@cinci.rr.com
Rutti	David L	drutti@sbcglobal.net
RYAN	DAVID SCOTT	DSRYAN@FUSE.NET
Sadler	Andrew	asadler@asebrook.com
SALATA	GEORGE J	dukdipple@roadrunner.com
SALLAZ	ROBERT R	charnsal@att.net
SALMEN	STEVEN W	marbleshot@aol.com
SAMPSEL	MARY A	msampsel@co.union.oh.us
SANDER	KENNETH L	tal61@aol.com
Sanders	Jesse D	jsanders@co.greene.oh.us
Sandlin	Mel K	msandlin@woh.rr.com
SANKAL	TIMOTHY F	sank2new@yahoo.com
Santillo	Anthony E	aeselectric@sbcglobal.net
Santillo	Victor	vsantillo@city.cleveland.oh.us
SANTORA	ROBERT	rsantora@city.cleveland.oh.us
Sarwar	Shahid	stt5fz@msn.com
Savasta	Mark G	msavasta@cityofpascagoula.com
Saxe	Dennis A	dsaxe@macedonia.oh.us
Sayre	John F	rjgard950@aol.com
SCHAEFER	JEFFREY C	jcschaefer@columbus.gov
SCHAFER	PATRICK A	ohbeemer2004@yahoo.com
SCHARTON	JOHN A	johnscharton@schartonelectric.net
SCHETTLER JR	DONALD L	dschett937@zoominternet.net
SCHIFERL	DOMINIC T	dsqualityfire@embarqmail.com
SCHILLING	ROY	rschill@hughes.net
SCHMENK	WILLIAM R	wschmenk@att.net
Schmersal	Guy W	g.schmersal@yahoo.com
Schmidt	Mark M	mschmidt@freemanwhite.com
SCHMIDT	WILLIAM C	fsdinc@hotmail.com
SCHMIDT	ROBERT M	rschmidt@ovis.cc
SCHMITZ	JOSEPH J	schmitzjsj@hotmail.com
SCHNEIDER	JOHN W	schneiderj@north-olmsted.com

SCHOENER	STEVEN M	essemmess@woh.rr.com
Schoenfeld	Kenneth P	kenschoenfeld@yahoo.com
SCHOLL	SHERRI R	sscholl@fmsarchitects.com
SCHREINER	PAUL	paulmschreiner@gmail.com
SCHRIEWER	RICHARD D	richard.schriewer@cincinnati-oh.gov
SCHUELER	JOHN E	jeschueler@fuse.net
SCHULKE	WILLIAM G	wgschulke@woh.rr.com
Schultz	William E	william.schultz@toledo.oh.gov
SCHULTZ	GREGG	gaschultz@columbus.gov
SCHUTZ	ROBERT J	rjschutz@aol.com
Schwonek	Paul	pschwonek@yahoo.com
SCOLARO	GERALD	SCOLAROGERALD@YAHOO.COM
SCOTT	SINATRA V	artanis58@yahoo.com
Scudder	Brian	bscudder@telgian.com
SEBASTIAN	RAYMOND	sebastianlr@msn.com
SEGUIN	GENE J	jseguin@firelinesprinkler.com
SEIBERT	ALVAH F	anseib@atmc.net
SELLERS JR	ERNEST E	ernie.sellers@cantonohio.gov
SELLS	LEVI I	levisells@eckertfireprotection.com
SEMPSTROT	RONALD E	ron.sempstrott@co.warren.oh.us
SERINA	PHILLIP J	pserina@sbcglobal.net
SETTERS	JONATHAN E	dts@dts-llc.com
SEYBOLDT	PHILIP A	pseyboldt@sbcglobal.net
SHAFFER	DONALD L	donshaffer@woh.rr.com
SHAFFER	TERRY L	tshaffer@clarkcountyohio.gov
Shane	Patrick C	pshane@summitoh.net
SHANER	GEORGE M	mshanermike@aol.com
SHARP	DAVID W	dsharp@avenfire.com
SHARP	ROBERT W	wsharp@cincylifesafety.com
SHAVER	MICHAEL J	mshaver@maverickfirepro.com
SHAW	RICHARD F	rs60rs@buckeye-access.com
SHAWVER	DAN M	dshawver@co.greene.oh.us
Sheehy	Donald F	sheehy@cvelimited.com
SHELDON	ALLYN E	roundtowncbo@hotmail.com
SHENOT	MARK J	mshenot@summitoh.net
Shepherd	Paul Wesley	shepherd@buckeye-express.com
Shewfelt	Nathan	nshewfelt@telgian.com
SHIELDS	WILLIAM M	william_shields@earthlink.net
SHIELDS	DANIEL C	806gtp@gmail.com
SHILLING	JOHN D	shilling@toast.net
Shirey	Daniel L	danshirey575@gmail.com
Shockley	Michael	mshockley@city.cleveland.oh.us
SHORTER	ANDREW P	estringsshorter@yahoo.com
SHULL	BRADLEY J	sprinklerdesign@brigadefire.net
SHUMAKER	DALE E	deshumaker@att.net
Siebert	Michael D	m_siebert@att.net
SIEHL	MICHAEL R	siehl@englewood.oh.us

SIERKS	ROBERT J	rsierks@trarnold.com
SIEVERS	SCOTT J	ssievers1@hotmail.com
SILLA	FRANK J	fsilla@juno.com
SILLA	FRANK J	fsilla@massillonohio.com
SILVER	CHARLES M	charlesshelley@aol.com
SIMMONS	KEVIN	knsimmons216@roadrunner.com
SIMON	MARTIN R	martinsimon@sprintmail.com
Simonian	Terrence G	hurst4me@aol.com
SIMONS	WYATT	wsimons@eriecohealthohio.org
SINCLAIR	MARTIN J	msinclair@city.cleveland.oh.us
SINCLAIR	KEVAN L	ksinclair@integratedprotection.com
Sindelar	Jeff	sindelarjeff@gmail.com
SINES III	ROBERT G	rsines@simplexgrinnell.com
SINGLETON	JOHN R	jsingleton@westlickingfire.org
Sisia	Tyler	tyler@pdssystems.com
Sisia	Philip	philip@pdssystems.com
SIVINSKI	DEAN R	dsivinski@uaoh.net
SKELDON	STEPHEN A	sskeldon@wtwp.com
Skurka	April	askurka@adaarchitects.cc
SKVASIK	MICHAEL J	mjskvasik@gmail.com
Sloan	Melvin	mfsloan1@yahoo.com
Slota	Fred	fcslota@hotmail.com
Slotnick	Margaret A	pslotnick@cityofeuclid.com
SMEREK	DAVID A	smerekroseann@yahoo.com
Smith	Chad M	c.smith@siemens.com
Smith	Camille	csmith2@city.cleveland.oh.us
SMITH	GARY R	smithgrs@fuse.net
SMITH	RICHARD E	rick.smith@comunale.com
SMITH	RICHARD I	rsmith@centralfp.com
SMITH	ANDREW D	smithcandrew@aol.com
SMITH	GREGORY	greg.smith@daytonohio.gov
SMITH	DONNIE R	smithrd@ci.hamilton.oh.us
SMITH	TIMOTHY J	tsmith@coz.org
SMITH	JAMES P	jps4444@gmail.com
SMITH	GEORGE J	geojsmith@windstream.net
SMITH	JERRY A	jasmith7520@yahoo.com
SMITH	CHARLES R	niceter4@grandecom.net
SMITH	DAVID L	dlsmith@co.ashtabula.oh.us
Smoot	Irene	trixxsy@gmail.com
SMYCZEK	MICHAEL F	ongeeson@att.net
SMYTHE	RICHARD G	rsmythe@ohioelectricservices.com
Snider	Justin M	justin.snider@jesshoward.com
SNODGRASS	RENEE A	PEDBZI@westcarrollton.org
SNODGRASS	MARK J	mark.snodgrass@checkpt.com
SOCOLOFF	SHELDON J	shelnan1@roadrunner.com
Sonenstein	Howard	howardsonenstein@aol.com
SOULES	ROBERT A	rsoules@neo.rr.com

Spada	Daniel W	dwsrt74@aol.com
Sparks	Jerry P	jpsparkscountry@yahoo.com
SPEWEIKE	JEFFREY A	speweike@msn.com
SPIERS	EDWARD A	espiers@co.delaware.oh.us
SPIES	ERIC G	espies@zoomtown.com
SPIVEY	CORNELIUS T	sspydux@aol.com
SPLAWN	SHANNON E	shannon.splawn@jacobs.com
SPRAGG	MARK S	mspragg437@comcast.net
Spruill Jr	James C	jcspruill@columbus.gov
SPRY	MICHAEL R	michael.spry@cincinnati-oh.gov
SPURLING	JERRY P	spurjp@co.warren.oh.us
SPURLING	WILLIAM L	crazyones@zoomtown.com
SPURLING	DEREK M	dspurling@clermontcountyohio.gov
SPURLING	DEREK M	spurling3355@roadrunner.com
STACEY	JOHN	jstaceyinspector@yahoo.com
STACY	MICHAEL J	mstacy1@columbus.rr.com
STADLER	ROBERT G	robert_g_stadler@keybank.com
STADLER	ROBERT A	stadra@co.warren.oh.us
Stadtman	Ronald D	rstadtman@fire101.net
Stahl	Jacqueline S	jacksue_1981@yahoo.com
Stalnaker	Robert M	rewire70@gmail.com
Standerling	Paul R	standering@aol.com
STANLEY	GEORGE W	gws@wiginton.net
Starks	Duane	duane.starks@cincinnati-oh.gov
States	John	stateselectric@centurylink.net
Steele	Burl E	burlsteele@buckeye-express.com
STEHLIN	MICHAEL	mstehlin@gmail.com
Steidel	Roger A	yarn2crochet@yahoo.com
Steiner	Shaun M	electric65@ymail.com
STEINGASSER	DAVID M	sarahjo4@comcast.net
STEMM	THOMAS C	DCCS@COZ.ORG
STEPPENBACI	DALE M	dsteppenbacker@twinsburg.oh.us
Stevens	David E	dstev111@aol.com
STEWART	LONNI D	lstewart@brigadefire.net
STEWART	PHILIP A	phil_stewart1224@yahoo.com
STEWART	PETER G	Petegstewart@gmail.com
Stewart III	William H	bstewart742@yahoo.com
STIEB	ROBERT A	bobstieb@gmail.com
STIGALT	JOHN M	jstigalt@eastlakeohio.com
STIGALT	JOHN M	jstigalt@aol.com
Stillion	Clifford R	cs8485@gmail.com
STITT	TIMOTHY E	tbr1563@aol.com
STITZEL	DUANE G	dstitzel@vandaliaohio.org
STOCKSDALE	JAMES E	jestocksdale@columbus.gov
STOCKY	MICHAEL L	mstocky@hughes.net
STOECKEL	DOUGLAS A	doug.stoeckel@insightbb.com
STOKER	GERALD L	gerry@stoker.org

STOLL	TAD A	tad.stoll@cityofspringboro.com
Stone	Marcus L	mstonecaps@yahoo.com
Stone	Ollie L	ostone54@hotmail.com
Stone	Mike	fyerguy1998@sbcglobal.net
STONE	JEFFERY T	jstone11@neo.rr.com
STONER	SUZANNE M	sues@wolverinefp.com
Storey	Kevin	cincystitch@hotmail.com
STOROZUK	MITCHELL	mstroh51@gmail.com
STOUFFER	LAWRENCE B	lstouffer@bedfordoh.gov
Stover	John	john.stover@continental-fire.com
STRATTON	RONALD W	ronaldwstraton3461@sbcglobal.net
STRICKHO	DAVID V	dstrichko@lakecountyohio.gov
STRICKLAND	BARRY D	barrys@strickcsi.com
STRICKLAND	DERONDA G	durango105@sbcglobal.net
STROME	ROBERT H	bob.strome@cityofmiamisburg.org
STROUD	CHARLES H	dhoodman43@yahoo.com
STROUT	RICHARD N	richard.strout@siemens.com
Studer	Mark A	studens4@yahoo.com
Sugar	Alan	asugar@city.cleveland.oh.us
SUGAR	ELVIS A	elvissugar@hotmail.com
SUGAR	EDDIE	ed.sugar@gmail.com
SURELLA	MARTIN J	surella@wowway.com
SUSAK	MARTIN R	meighansmimi@aol.com
SUSONG	REGINA A	rsusong@woh.rr.com
SWAN	STEPHANIE	swanstef@bex.net
SWARTZ	KENNY L	klswartz@hotmail.com
SWEENEY	MICHAEL B	michael.sweeney@cincinnati-oh.gov
SWEIGARD	DAVID A	dsweigard@wcgov.org
SWICK	EDWARD H	edwardhswick@sbcglobal.net
Switzer	Andrew N	therentedpencil@roadrunner.com
SWOPE	GARY E	gswope@co.wood.oh.us
SWYMER	TODD	guitar.todd@frontier.com
SYLVESTER	JOHN P	john@sylvesterdesign.com
SZKUDLAREK	ELLSWORTH	ellsworththeugene@hotmail.com
Taborn	Jeffrey	jeff.taborn@ci.chillicothe.oh.us
Tadych	Christopher A	christopher@architects-llc.cc
TAGGART	CHERYL A	cheryl.taggart@cincinnati-oh.gov
TALBOTT	ROBERT S	rstalbott@brewersprinkler.com
Tanner	Michael E	tanner.jr@fuse.net
TANSY	ROBERT A	btansy@dalmatianfire.net
TAPPER	WILLIAM J	wjtapper@hotmail.com
TATRO	LYNN D	ldtatro@muskingumcounty.org
Taylor	Larry D	ltaylor@spkr.com
Taylor	Don J	dtaylor@bass-security.com
Taylor	Brock	brock.taylor@daytonohio.gov
TAYLOR	TYRONE W	tytaylor@hotmail.com
TAYLOR	TYRONE W	twTaylor@columbus.gov



TAYLOR	ALBERT R	al.taylor@cincinnati-oh.gov
TAYLOR	RUFUS	rtaylor@city.cleveland.oh.us
TAYLOR	JEFFREY R	kmjt2000@cox.net
TAYLOR	MICHAEL K	taylorbros@att.net
TAYLOR	GREGG H	gtaylor@co.greene.oh.us
TAYLOR	JEFFREY A	jtaylor@painesville.com
TEAL	PHILLIP W	pteal@com.state.oh.us
TEGELER	WILLIAM D	btegeler@ntainc.com
Temkiewicz	Joseph	tooski@gmail.com
TENSI	DAVID J	davetensi@yahoo.com
TEPE	DARLENE	darlenetepe@gmail.com
TESAR	TIMOTHY P	timothytesar@mayfieldheights.org
Thom	Scott T	sthom@ecghd.org
Thomas	Daniel D	ddt@columbus.rr.com
Thomas	Richard F	ohioarchitect@gmail.com
Thomas	Johnnie R	thojr31@yahoo.com
Thomas	Braden	bradenthomas1@gmail.com
THOMAS	RONALD D	rthomas3801@gmail.com
Thomason III	John W	thomasonm@zoominternet.net
Thompkins	Terrence	teethompkins@sbcglobal.net
THOMPSON	ROBERT A	tfpdlc@gmail.com
THOMPSON	GEORGE W	ncfire@earthlink.net
THOMPSON	KEITH G	Pappaw0057@yahoo.com
THOMPSON	JAMES F	jntcrafts@msn.com
THOMPSON	MICHAEL A	mthomp3@frontier.com
THORNTON	PATRICK E	pthornton@sixmoae.com
TILLER	DAVID	tillerd@uakron.edu
Tilton	Timothy	tdt767@yahoo.com
TIPTON	LESLIE A	onedogand3cats@aol.com
TIROLY	ARTHUR J	atiroly@atcofirepro.com
TODD	HOWARD R	hrtodd03@sbcglobal.net
TOMPOS	DAVID R	dtompos@ntainc.com
TOMPOS	GREGG A	ebentley@ntainc.com
TOOLE	WILLIAM R	keywest57@frontier.com
TREBISKY	DANIEL C	dtrebisky@simplexgrinnell.com
Trent	Robert L	n2_actn@yahoo.com
TRENTMAN	STEVEN F	strentman@eckertfireprotection.com
TRIBOLET	CAMRON D	ctribolet@frontier.com
Trill	Greg	bngplumbing@yahoo.com
TRYTHALL	JAMES J	jtrythall@crookfire.com
TUCK-MACAL	ERIC	ericmacalla@yahoo.com
TUDOR	GERALD A	gatudor@columbus.gov
TUNISON	JAMES C	tunisonj@mcohio.org
TURCHANIK	ROBERT P	mturchanik@aol.com
TURNER	MICHAEL A	maturner50@cinci.rr.com
TURNER	RALPH T	turner1750@comcast.net
TURNER	GEORGE	gteletric2@aol.com

TURNER	LEE C	lcturner44@aol.com
TUSING	RONALD E	ron@rontusing.com
TUTTLE	LARRY	larryt@cityofmiddletown.org
TYLER	JEFFREY S	jtyler@dublin.oh.us
UBELHOR	DANIEL J	djubelhor98@koorsen.com
ULRICH	BRUCE M	bruce@jacksonsprinkler.com
ULRICH	ROBERT L	bulrich@co.lucas.oh.us
UNGAR	EDWARD R	cungar@columbus.rr.com
UNGERER	GARY A	gary@technicondesigngroup.com
URANKAR	JAMES	jurankar@sbcglobal.net
UROSEVA	JEFFREY S	juroseva@mahoningcountyoh.gov
UTER III	ROBERT P	uterplumbing2007@yahoo.com
UTIS	INNA	innau@sbcglobal.net
Vail	Peter G	pvail@ci.lancaster.oh.us
Valerius	Anthony	tvalerius23@aol.com
VAN GORDER TODD W		tvangorder@silcofireprotection.com
VANBENSCHC PHILIP		phil.vanbenschoten@hamilton-co.org
Vandergrift	David	d.vand@yahoo.com
Vanderman	Terrance A	tvanderman38@fuse.net
VANHART	GARY R	Gary.VanHart@Hamilton-co.org
VANHART	GARY R	vanhartengr@yahoo.com
VANOVER	THOMAS	tomvanover1@gmail.com
VANTINE	CHUCK	chuck.vantine@honeywell.com
VAUGHN SR	ROY E	rvaughn@orrprotection.com
Velez	Emmanuel	evelez@city.cleveland.oh.us
Velez	Emmanuel	evelez.sbg@att.net
Velez	David	davidvezelectrical@yahoo.com
VENDELAND	NORMAN	normanvendeland@yahoo.com
VERBIAR	JOSEPH C	joeverbier@yahoo.com
VESELSKY	DOUGLAS G	dveselsky@city.cleveland.oh.us
VICARS	WILLIAM C	wcvicars@frontier.com
VIGORITO	ANTHONY J	tvigorito@thecityofniles.com
VILKAS	ROBERT	robert.vilkas@hotmail.com
VINAY	MICHAEL E	mvinay@cityofbarberton.com
VINCENT III	WILLIAM C	wcviii@yahoo.com
Virosteck	Thomas G	tteck67@yahoo.com
VITTARDI	RICHARD H	blueboy7661@yahoo.com
VOGEL	STEVEN	steevo6161@yahoo.com
VOGEL	STEVEN	svogel@medinaoh.org
VOLLE	DAVID A	dvolle@cityofbayvillage.com
VON DUHN	MICHAEL J	mike@bassettsprinkler.com
VON DUHN	MICHAEL J	mikevonduhn@hotmail.com
VOROS	JOSEPH	jvoros@nrridgeville.org
VUKETICH	RONALD M	ronaldvuke@aol.com
WADE	CORINNE L	clwade@columbus.gov
WAGENKNEC	KEITH E	kewagenknecht@columbus.gov
WAGGONER	DON C	waggoner@coastalwave.net

Wagner	Robert	robert.wagner@cincinnati-oh.gov
WAGNER	MARK	markwagner@poulosarchitects.com
WALDEN	KATHLEEN A	kathleen.walden@honeywell.com
WALKER	FRED C	walkerbtw@yahoo.com
WALKER	NAPOLEON C	napskarenwalker@yahoo.com
WALKER JR	RUSSELL D	DWalker@northcantonohio.com
WALKER JR	RUSSELL D	heywalk2000@yahoo.com
WALSH	EDWARD R	epayer@eastlakeohio.com
WALSH	TIMOTHY M	tim@bci-tech.com
WALTERS	TIMOTHY J	dynatimhd@yahoo.com
WALTERS	MICHAEL A	mwfpd7@yahoo.com
WALTERS	MICHAEL V	inspector514h@yahoo.com
WALTON JR	JEFFREY R	jwalton@trarnold.com
WAMBO	PATRICK G	patrick.wambo@sbcglobal.net
Ward	Michael L	michaelward9744@sbcglobal.net
WARD	RANDY L	rlw8169@yahoo.com
Warner	Michele	M@mlwarnerarchitects.com
Warner	Jerry	jwarner@delawareohio.net
Warnock	Phillip Troy	twarnock@lcounty.com
WASKIELIS	ROBERT A	robert.waskielis@comunale.com
WASSERMAN	WILLIAM G	gwasserman@ci.oregon.oh.us
Watercutter	Matthew W	mkwatercutter@myfrontiermail.com
WATKINS	TROY	troywatkins1111@gmail.com
WATSON	MARK W	mwatson@akronohio.gov
Weber	Robert	rgweber159j@aol.com
WEBER	FRANK N	frankweber@oh.rr.com
WEHRKAMP	MICHAEL J	mwehrkamp@wehrkampengr.com
WEISSMANN	ANTON	tweissmann1@fuse.net
WELCH	BRAD D	bwelch@adt.com
WELKER	TERRY	terry.welker@ketteringoh.org
Wells	Rodney	rwells@city.cleveland.oh.us
WELLS	MARY J	2mjwells@gmail.com
WELLS	ALBERT D	dwells@richlandhealth.org
WENECK	DENNIS	dennis@weneck.com
WENNER	C NEAL	neal.wenner@comunale.com
WENZEL	PAUL D	dwenzel@cityofpowell.us
WENZLER	ANTHONY B	twenzler@moraineoh.org
WERVEY	WILLIAM J	billwervey@adelphia.net
WEST	MATTHEW R	mwest@dalmatianfire.net
Westcott III	Robert M	bighouse@bex.net
Weston	Eric P	eric@firefoe.com
WETRICK	RICHARD P	rwet314@sbcglobal.net
WETZEL	JOHN S	swetzel779@aol.com
WEYGANDT	JOHN C	john.veygandt@comunale.com
Whewell	Andrew T	awhewell@silcofireprotection.com
White	David A	white@englewood.oh.us
WHITE	MICHAEL S	inspectormw@aol.com

WHITE	WILLIAM A	bwhite@milfordohio.org
WHITE	MICHAEL	emdub2112@gmail.com
WHITE	FRED D	inspectorfw@aol.com
WHOLF	BRUCE K	wholf-bruce@maumee.org
WHOLF	BRUCE K	bwholfman@yahoo.com
Wiblin	Jonathon W	builddept@hotmail.com
WICKMAN	MICHAEL A	mawickman@aol.com
WICKMAN	JEFFREY W	jwickman@natsco.net
WIELAND	RANDALL L	rwieland@fieldsfire.com
WIEMAN	SCOTT A	lasawiemann@adt.com
WIEMAN	SCOTT A	tsfadscott@aim.com
WIESMAN	DAVID	wiesman@fuse.net
WILCOX JR	ROBERT E	rtwilcox@zoomtown.com
WILDER	DOUGLAS REID	rwilder@cityofwestlake.org
WILDERMUTH	MICHAEL H	mhwildermuth@oh.rr.com
WILES	GREGORY T	greg.wiles@cincinnati-oh.gov
Wiley	Scott	wilos@hotmail.com
WILHELM	GARY L	garylwilhelm@aol.com
WILHELM	GARY L	gary@wristengineering.com
Williams	James	jwilliams@mov-is.com
Williams	Lori A	lwilliams22@city.cleveland.oh.us
WILLIAMS	KELSEY V	kvwilliams@zoomtown.com
WILLIAMS	WILLIAM T	william.williams@co.warren.oh.us
WILLIAMS	BRENDA L	blwarchitect@yahoo.com
WILLIAMS	BRIAN R	willifam@wcoil.com
WILLIAMS	ROBERT J	rjwilliams@columbus.gov
Williamson	John K	john.williamson@daytonohio.gov
WILLMAN	KEVIN A	131313@firehousemail.com
WILLS	MICHAEL R	mrwills@columbus.gov
WILMOT	DANIEL C	danielwilmot@earthlink.net
WILSON	RICK S	rwilson@firematic.comcastbiz.net
WILSON	GEORGE S	polkaplayer9@gmail.com
WILSON	KEVIN J	kwilson@delawareohio.net
WILSON	CHRISTOPHER T	ctwilson@muskingumcounty.org
WINKEL	CLIFFORD	winkelectric@hotmail.com
WINN	SHAWN A	swinn@co.darke.oh.us
Winters	Dennis Mike	dennismwinters@yahoo.com
WISE	LONNIE D	lonnie.wise@cincinnati-oh.gov
WOJKOWSKI	JOSEPH K	joewojkowski@yahoo.com
WOJTLA	DANIEL J	fire5cpa@hotmail.com
WOLFE	WILLARD E	wwolfe3120@aol.com
WOLFF	NORMA J	norma.wolff@cityofmiamisburg.org
WOLNY	LARRY A	larry@rlawconstruction.com
WOLNY	LARRY A	kellie@rlawconstruction.com
WONG	GORDON	gwong@cityofsharonville.com
WOOD	BOBBYE	bobbye.wood@cincinnati-oh.gov
WOODS	DONALD G	dwoods@franklinohio.org

Woodward	Courage	courage@roadrunner.com
WOOLACE	WILLIAM D	woolace@woolace.com
WORKLEY	TRACY K	tkworkley@yahoo.com
WORKMAN	JOSEPH M	joe_w31@yahoo.com
Wray	Michael S	mwrap1444@hotmail.com
Wrench	Shane	zoning@bainbridgetwp.com
WRIGHT	LLOYD E	lloyd.wright@vfpfire.us
WURTH	PAUL F	pfwurth@bex.net
WYCKOFF	MAURICE D	wyckoffm@mcoho.org
Wyss Jr	Frederic D	fdenningwyss@yahoo.com
Wyss Jr	Frederic D	fredwyss@willoughbyhills-oh.gov
Yarrow	James W	jyarrow@garberconnect.com
YODER	DANIEL L	dyoder@brigadefire.com
Young	Gregory L	gyoung@cityofeuclid.com
Young	Richard	ryoung@cityofbayvillage.com
Young	Richard	ricyoung55@gmail.com
YOUNG	JAMES C	watchman1@zoomtown.com
YOUNG	SCOTT	scottmyoung@yahoo.com
YOUNG	MARK A	myoung@completegeneral.com
YUPA	ROBERT J	misterbob2462@hotmail.com
Yutzy	Mark A	yutzyheat@gmail.com
ZAHN	DAVID D	ddzahn@gmail.com
ZALA	LASZLO F	lzala@roadrunner.com
Zarlenga II	Stephen A	zarlengahd@msn.com
ZBASNIK	JOSEPH R	jzbasnik@neo.rr.com
ZELEZNIKAR	FRANK	frankzeleznikar@yahoo.com
ZELLE JR	CHARLES	chukzel@hotmail.com
ZIEGLER	JAMES P	zieglerjamesp@gmail.com
ZIMMER II	CLIFF J	skip.zimmer@cincinnati-oh.gov
Zimmerman	Tom	tzimmerman@napoleonohio.com
ZIMMERMAN	ALAN W	azimmerman@shambaugh.com
ZIMMERMAN	JOHN A	jzimmerman@hurontwp.org
ZINN	MARK A	markzinn@att.net
ZOFKO	DAVID E	dezcon@penn.com
ZOMBEC	THEODORE J	tzombek@aol.com
ZRONEK	ZACHARY W	ZRONEK@ZOOMINTERNET.NET
Zwahlen	Brett	brettwahlen@sbcglobal.net
ZYTOWIECKI J	RAYMOND A	rzytowiecki@wayneoh.org