



911 Advisory Board Meeting Summary
Thursday, June 18, 2020, 10:00 a.m.
Virtual – WebEx Meeting

I. Roll Call

Mr. Jeff Thomas (Designee), Director, Pennsylvania Emergency Management Agency
Mr. Jeffrey Boyle, Deputy Director for 911, Pennsylvania Emergency Management Agency
Major Diane Stackhouse (Designee), Commissioner, Pennsylvania State Police
Senator Mike Regan, Chairman, Senate Veterans Affairs & Emergency Preparedness Committee
Mr. Noah Erwin (Designee), Minority Chairman, Senate Veterans Affairs & Emergency Preparedness Committee
Senator Stephen Barrar, Chairman, House of Representatives Veterans Affairs & Emergency Preparedness Committee
Mr. Mike Hillman (Designee), Minority Chairman, House of Representatives Veterans Affairs & Emergency Preparedness Committee
Ms. Kelly Collins (Designee), Mayor of a city of the first class, City of Philadelphia
Chief Matt Brown (Designee), County Executive of a county of the second class, Allegheny County
Mr. Michael Vest (Designee), County Commissioner of a county of the second-class A, Montgomery County
The Honorable Mark Higgins, County Commissioner of a county of the third or fourth class, Centre County
The Honorable Matthew Quesenberry, Sr., County Commissioner of a county of the fifth, sixth, seventh, or eighth class, Elk County
The Honorable Robert Snyder, County Commissioner of a county of the fifth, sixth, seventh, or eighth class, Forest County
Ms. Nadine Dodge, 911 Coordinator of a city of the first class, Philadelphia County
Mr. Gary Thomas, 911 Coordinator of a county of the second class, Allegheny County
Mr. Gary Hoffman, 911 Coordinator of a county of the third or fourth class, Monroe County
Mr. Chris Clark, 911 Coordinator of a county of the fifth, sixth, seventh, or eighth class, Jefferson County
Mr. Frank Jannetti, Jr., 911 Coordinator of a county of the fifth, sixth, seventh, or eighth class, Mercer County
Mr. Bruce Trego, Commissioner, Office of the State Fire Commissioner
Mr. Sean Crager (Designee), State Geospatial Coordinating Board
Mr. Dave Holl, Pennsylvania Chiefs of Police Association
Sergeant Todd Abromitis, The Fraternal Order of Police
Mr. Steven Shaver, Pennsylvania Fire and Emergency Services Institute
Mr. Scott Krater, Association of Public-Safety Communications Officials
Mr. Mark Greenthaner, Pennsylvania Chapter of the National Emergency Number Association
Ms. Jolene Burkhardt, Keystone Emergency Management Association
Mr. David Chiaramonte, Pennsylvania Professional Fire Fighters Association

Ms. Barbara Burba, Pennsylvania Wireless Association
Mr. Nate Silcox, Pennsylvania State Association of Township Commissioners
Ms. Heather Sharar (Designee), Ambulance Association of Pennsylvania

II. Opening Remarks

ACTION ITEM: The minutes of the March 5, 2020, 911 Advisory Board meeting were accepted on a motion by Frank Jannetti, Jr.

III. 911 Program Update

- **911 Program Date Changes**
 - 2019 PSAP Combined Report
 - Due Date: June 15, 2020
 - FCC Net 911 Act report is due July 30th – requires statewide expenditures
 - PSAP Training and QA/QI Program submittal in the PSAPTC Site
 - Due Date: August 31, 2020
 - Refer to Section 3.01 – Minimum Requirements
 - 2020 15% Interconnectivity Funding Application Period
 - Open: October 1 through October 31, 2020
- **Biennial Audits:**
 - PSAP audits are required every 2 years
 - 35 PSAPs will be audited this year covering CY 2018 and 2019
 - Steps to minimize impacts:
 - Auditors will work internally before contacting PSAPs for information
 - Upon 2019 Combined Report review completion, PEMA will verify PSAP status
 - PEMA will coordinate auditors internal work with PSAP availability
- **Statewide Imagery Project**
 - Statewide imagery collection was completed in April 2020
 - Moving forward, 1/3 of the Commonwealth will be flown each year to maintain imagery
 - Project background:
 - Counties identified imagery as primary need (Statewide NG911 GIS Plan)
 - Primary purpose: Develop GIS data for NG911 call delivery
 - Additional uses: tax assessment, land development, urban planning, natural resource inventory, etc.
 - Data is provided directly to counties; also available publicly via PASDA
 - 4-year, \$6.3 million project; there are 3 one-year optional renewals
- **Statewide NG911 System**
 - Project Status:
 - Contract negotiations continue; finalize SOW, timeframe, cost, etc.
 - Preliminary discussion with providers on migration strategy
 - Anticipate opening similar discussions with other ILECs
 - Letter of Agency (LOA) request to counties; share information for planning/coordination

- Project objective: eliminate or shift call delivery costs from PSAPs where possible
 - Determine costs included in the contract and costs covered by other funds (federal, 2%)
 - Selective routing
 - ALI database costs (circuit, service)
 - Text-to-911 network costs
 - Trunks and other specific details being finalized
- Regional ESInets Assessments/PSAP Site Surveys
 - Leverage previous investments; realize cost savings
 - Verify public safety grade requirements are met
 - If necessary, options for ESInet enhancements
 - Maintain regional ESInet or integrate with State network
 - Migration, monitoring, maintenance, governance, costs, etc.

IV. Draft PSAP Minimum Technology, Operations, and Planning Standards

- **Background:**
 - Act 12 requires PEMA to adopt new standards for technology and operations
 - Current 4 PA Code 120b adopted in 1991
 - Significant time and effort from PEMA and Technical Subcommittee; discussions ongoing since early 2018
 - Focus is to make standards current, establishing the foundation for NG911
 - Standards will continue to evolve as NG911 is implemented
- **Standards Document Key Items:**
 - Chapter 1: Establishes framework for PSAP 911 System Plan
 - Replacement of PSAP Triennial Plan
 - Purpose: Becomes the foundation for statewide coordination and planning
 - Data driven decisions to sustain current systems, standards compliance, investment in NG911
 - Maintain inventory data and enhance financial reporting
 - Chapter 2: Operations
 - Updated standards set for call processing, personnel, governance, and facilities
 - Text-to-911 is required
 - Minimum standards for shared/regional system governance
 - Includes PSAP physical security requirements
 - Chapter 3: Technology
 - Change to P.01 grade of service requirement for number of trunks
 - Current requirements provided for PSAP systems (CHE, CAD, recorders, etc.)
 - Includes cybersecurity requirements
 - GIS requirements for Legacy call delivery and NG911 data preparation
 - Next Steps:
 - Comments were solicited from Board and PSAPs through May 27, 2020
 - Address comments and provide updated draft for review and comment
 - Plan transition process and effective date
 - Anticipated phased in approach if PSAP is not in compliance

V. Quality Assurance – Case Review Adjustment Process

- **Background:**

- New minimum training and QA/QI requirements were adopted March 7, 2019
- Section 2.03 (g):
 - A PSAP is required to review at least 2% of emergency calls for QA/QI purposes
 - If the 2% requirement is overly burdensome, PSAP may work with PEMA to set a case review percentage based on realistic call volumes and workloads
- PEMA/Operations Subcommittee developed a process for a PSAP to request a percentage adjustment
- Temporary adjustments: (i.e. Resignation of QA/QI personnel, New QA/QI software)
 - Valid for 6 months
 - PSAP must renew every 6 months
 - PSAP will follow the Improvement Plan process if condition exists after 3 consecutive temporary periods
- Long-term adjustments: (i.e. Continued high-call volume exceeds ability to meet 2%)
 - Will be valid for 1 year from date of approval
 - Requests must be submitted annually to ensure conditions have not changed
 - PEMA may automatically renew long-term adjustments

- **Process:**

- Requesting a % adjustment:
 - Submit a written request with supporting documentation
 - 2020: PSAP submits request when documenting QA program in the PSAPTC
 - Beginning in 2022: Submit requests to PEMA by October 31st for the next year
 - Ad Hoc requests will be considered if necessary
- Requests must include:
 - Explanation of why the PSAP is requesting a variance
 - The percentage requested with justification
 - PSAP's plan to ensure compliance with other minimum requirements (i.e. Ensuring a sufficient number of QA reviews for each employee each month)

ACTION ITEM: The Quality Assurance – Case Review Adjustment Process was presented to the 911 Advisory Board for a vote on adopting said process – Michael Vest made a motion to adopt the process, Gary Hoffman seconded the motion. The motion carried.

VI. 2021 Funding Formula

- **Formula Recommended Change:**

- Common concerns with existing formula: outdated and based on inconsistent/unreliable data
 - Current formula was not intended to be permanent; based on interim formula
 - Formula issue will need to be resolved
- Case for change – now vs. later:
 - **Change now:** phase in over multiple years with financial assistance
 - **Change later:** ability for transition plan/financial assistance will be less beyond 2022

- County budget preparation beginning or in progress for 2021
- Current implementation plan:
 - **If recommended for adoption, this will not be an immediate change**
 - PEMA to fund 100% of calculated decreases in 2021; 50% in 2022
 - Remaining 15% balances distributed where possible (\$18 million in 2019)
 - Provides counties 2 ½ years to adjust to full impact of formula change beginning in 2023
- **Current Formula:**
 - 3% Equal distribution
 - 30% Population
 - Remainder 2010-2014 VoIP and wireline revenue with reported costs
- **Current Formula Concerns:**
 - Revenue does not reflect the current environment; wireline has decreased significantly
 - Common concerns with 2010-2014 reported costs:
 - Counties reported costs differently; not a level playing field
 - New reporting requirements in 2016 uncovered issues which were likely reflected in 2010-2014
 - Verification of costs/oversight was limited before Act 12
 - PEMA had no visibility of wireline, VoIP or other costs before Act 12
 - County expenditures were reported in one lump sum
 - A large-scale project may artificially inflate a county's revenue
 - 911 Advisory Board - Recommend formulas and methods to distribute funds
 - Funding subcommittee formed to focus on this duty
 - 911 personnel, County Commissioners, CCAP represented on subcommittee
 - Focus: Resolve formula issue; not find a solution to satisfy the current system
 - Recommendation: 3% equal distribution; Remainder 97.5% population and 2.5% population density
- **Rationale:**
 - Based on reliable, consistent data available for **all** counties
 - Reporting differences, data inconsistencies, and “grey areas” minimized
 - Distribution represents where someone paid \$1.65 for 911 service
 - 18% of revenue collections are currently redistributed among counties
 - Provides budget certainty (a county's actions won't reduce another county's revenue)
 - Proposed formula was developed taking 83% and 15% funds into account
 - \$152 million of 15% funds awarded since 2016 to support PSAPs
 - NG911 project will shift county costs from 83% funds
 - Common concern: “30 counties will see a decrease in revenue and some are significant”
 - Revenue has been level at \$316 million since 2016
 - If/when the formula is changed, counties will see either an increase or decrease

- 34 different models were reviewed
- 29 is the average number of counties that will see a decrease
- Counties that see a decrease is consistent between models
- Common concern: “Timing of change to the formula during COVID-19 is a concern”
 - Recommendation is to address concerns with the formula regardless of how much revenue is distributed
 - 89% of revenue was distributed by formula in 2019
 - PEMA monitoring collections; no demonstrated impact to date
 - Change would not be immediate for counties who would see a decrease
 - PEMA would provide financial assistance through 2022; there would be continued support with 15% funds

Major Diane Stackhouse thanked the Funding Subcommittee for working on the tough task of coming up with the funding formula recommendation.

Nate Silcox conveyed a statement from Senator Mike Regan – He appreciates all of the work completed by PEMA and the Funding Subcommittee. But he expressed concerns that now is not the time to change the funding formula. The reductions to funding for some counties would hurt 911 systems. Senator Regan requests that the 911 Advisory Board vote is hold off on voting and revisit the funding formula next year.

Noah Erwin, on behalf of Senator Pam Iovino, thanked the Funding Subcommittee for their work. He asked how many different formula models were considered (34) and asked if the PSAPs that showed concerns related to the proposed revision to the funding formula provided an alternate path/proposal (no alternate proposals had been received prior to this meeting).

Representative Steven Barrar expressed concerns with implementing a new funding formula at this time. He thanked the Funding Subcommittee members for their hard work and dedication. He agrees with Senator Regan that this is not the time to implement a formula change and the issue should be revisited at a later date.

Mike Hillman, on behalf of Representative Sainato thanked Funding Subcommittee members for their work to address funding formula concerns.

Kelly Collins, on behalf of Philadelphia Mayor Jim Kenney, thanked Funding Subcommittee members for their efforts and their goal to make sure all counties receive a fair share of funding.

Chief Matt Brown, on behalf of Allegheny County Executive Rick Fitzgerald, thanked the Funding Subcommittee and PEMA leadership. Chief Brown expressed support for the Subcommittee’s recommendation and asked, if not this recommended formula, then what and when? Chief Brown also asked for everyone to consider the counties that have not received a fair share of revenue for many years. Chief Brown expressed support for changing the formula now.

Michael Vest, on behalf of Montgomery County Commissioner Dr. Valerie Arkoosh, pointed out the current formula negatively affects 37 counties. This proposed funding formula change would resolve revenue distribution concerns that have existed for many years. Mr. Vest expressed concerns with the expenditure data from 2010 – 2014 and that Montgomery County has been contributing a significant amount above the 911 surcharge for many years. Mr. Vest expressed concerns that that \$1.65 surcharge was not sufficient when Act 12 was passed and we are starting to realize the impacts of a lower fee now. Looking at revenue discrepancies, this is the time to correct the funding formula.

Commissioner Mark Higgins, Centre County stated that Centre County was conservative in reporting

2010-2014 expenditures. Commissioner Higgins expressed concerns that the current formula encourages overspending and needs replaced. If the new formula was adopted, the legislation allows for formula adjustments to address any ongoing concerns.

Commissioner Matt Quesenberry, Sr., Elk County conveyed that he is a newer member of the Funding Subcommittee. Commissioner Quesenberry pointed out there is no perfect formula. When right sizing revenue distributions, not every county can see a benefit. The goal is to level the playing field.

Commissioner Robert Snyder, Forest County understands changing the formula is a hard decision to make. Commissioner Snyder expressed concerns with changing the formula at this time.

Gary Thomas, Allegheny County expressed that PEMA, 911 Advisory Board members, County representatives and Funding Subcommittee members have been working on a new funding formula for many years and the current formula needs changed. He noted the 2018 Annual Report indicates over \$43 million was transferred to reserves. He does not agree with the provision in Act 12 to allow counties to transfer funds to reserves.

Gary Hoffman, Monroe County notes that Monroe County will lose money if the new formula is implemented. The funding Monroe County currently receives has never totally funded 911. Mr. Hoffman expressed concern that a formula based solely on population does not consider the high transient population his county faces.

Chris Clark, Jefferson County stated he is from a 6th class county and co-chairs the Funding Subcommittee. The committee has compromised, recognizing everyone has situations that impact their operations. Issues with the current formula have been discussed for over 5 years. PEMA has been clear that a formula change is coming and that counties should use their 83% funds wisely. Based on the Subcommittee's review, the proposed formula is the fairest option available. If the recommended formula had been implemented at the inception of Act 12, stakeholders likely would have been satisfied and we would have had a fair formula in place.

Frank Jannetti, Mercer County thanked the Funding Subcommittee. The Subcommittee had a difficult task, attending many meetings and working many hours. He pointed out that if the proposed formula is adopted, it would be phased in through 2022 with call delivery costs starting to shift to the 15% funding by then.

State Fire Commissioner Bruce Trego thanked the Subcommittee for their efforts and understand both sides of the issue and difficulty in trying to make things fair for everyone.

ACTION ITEM: The Funding Formula recommendation was presented to the 911 Advisory Board for a vote to recommend adoption of the 2021 funding formula recommendation to PEMA. Frank Jannetti made a motion to recommend adoption to PEMA, Michael Vest seconded the motion.

Based on a roll-call vote, the motion did not carry. With 18 voting members present and voting, 14 votes in favor were needed to recommend adoption to PEMA with 13 votes in favor received.

- Yes - The Honorable David R. Padfield, PEMA Director, PEMA
- Yes - Mr. Jeffrey Boyle Deputy Director for 911, PEMA
- Yes – Major Diane Stackhouse, designee for Lt. Colonel Robert Evanchick, State Police Commissioner, Pennsylvania State Police
- No – Nate Silcox, designee for the Honorable Mike Regan, Chairman of Veterans Affairs & Emergency Preparedness Committee Senate of Pennsylvania
- Yes – Noah Irwin, designee for the Honorable Pam Iovino Minority Chairman of Veterans Affairs

& Emergency Preparedness Committee Senate of Pennsylvania

- No - The Honorable Stephen Barrar Chairman of Veterans Affairs & Emergency Preparedness Committee Pennsylvania House of Representatives
- Yes – Mike Hillman, designee for the Honorable Chris Sainato Minority Chairman of Veterans Affairs & Emergency Preparedness Committee Pennsylvania House of Representatives
- Yes - Chief Matt Brown, designee for Mr. Rich Fitzgerald County Executive - 2nd Class County Allegheny County
- Yes – Michael Vest, designee for the Honorable Dr. Valerie A. Arkoosh Commissioner - 2nd Class (A) County, Montgomery County
- Yes - The Honorable Mark Higgins Commissioner - 3rd or 4th Class County, Centre County
- Yes - The Honorable Matt Quesenberry Commissioner - 5th - 8th Class County, Elk County
- No - The Honorable Robert Snyder Commissioner - 5th - 8th Class County, Forest County
- Yes - Mr. Gary Thomas 911 Coordinator - 2nd Class County, Allegheny County
- No - Ms. Audrey Kenny 911 Coordinator - 2nd Class A County, County of Bucks
- No - Mr. Gary Hoffman 911 Coordinator - 3rd or 4th Class County, Monroe County
- Yes - Mr. Chris Clark 911 Coordinator - 5th - 8th Class County, Jefferson County
- Yes - Mr. Frank Jannetti, Jr. 911 Coordinator - 5th - 8th Class County, Mercer County
- Yes - Mr. John MacMillan State Geospatial Coordinating Board

Abstentions:

- The Honorable Jim Kenney Mayor - City of the 1st Class City of Philadelphia
- Ms. Nadine Dodge 911 Coordinator - City of the 1st Class City of Philadelphia
- Mr. Bruce Trego State Fire Commissioner Office of the State Fire Commissioner

Motion to adjourn at 11:36 am.