



**911 Advisory Board Meeting Summary  
Thursday, September 3, 2020, 10:00 a.m.  
Virtual – WebEx Meeting**

**I. Roll Call**

Mr. David R. Padfield, Director, Pennsylvania Emergency Management Agency  
Mr. Jeffrey Boyle, Deputy Director for 911, Pennsylvania Emergency Management Agency  
Major Diane Stackhouse (Designee), Commissioner, Pennsylvania State Police  
Mr. Nate Silcox (Designee), Chairman, Senate Veterans Affairs & Emergency Preparedness Committee  
Mr. Noah Erwin (Designee), Minority Chairman, Senate Veterans Affairs & Emergency Preparedness Committee  
Representative 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  
Ms. Audrey Kenny, 911 Coordinator of a county of the second class, Bucks 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. John MacMillan, State Geospatial Coordinating Board  
Mr. Dave Holl, Pennsylvania Chiefs of Police Association  
Mr. J. David Jones, Pennsylvania Emergency Health Services Council  
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  
Ms. Barbara Burba, Pennsylvania Wireless Association  
Mr. Steven Samara, Pennsylvania Telephone Association  
Mr. Jack Lawver, Pennsylvania State Association of Boroughs  
Mr. Nate Silcox, Pennsylvania State Association of Township Commissioners

## Opening Remarks

Representative Steven Barrar indicated he has received concerns from members of the General Assembly regarding the formula recommendation. An informational hearing has been scheduled for Tuesday, September 22<sup>nd</sup> to allow for all stakeholders to ask questions and gain an understanding of this difficult issue.

Nate Silcox, on behalf of Senator Regan, asked for the minutes of the previous meeting be adjusted to reflect discussion on the 911 formula during the previous Board meeting June 18, 2020. PEMA to provide updated minutes.

## II. 911 Program Update

- **Act 12 Revenue – COVID - 19**
  - No visible impacts from COVID-19; revenue monitoring continues
  - Revenue collections slightly increase; remain on pace for \$316.5 million
    - \$71,266,784 is the actual amount distributed by formula in Q2 2020
    - PEMA did not retain any administrative funding in Q2 2020
    - \$4 million set aside for delayed projects distributed to counties by formula
- **911 Fund Summary – 2019 vs 2018**
  - Revenue increased by \$1.8 million; primarily from increases in wireless and interest
  - Total expenses increased by \$12.2 million
  - Deficit increased by \$10.3 million to \$46 million
- **2019 PSAP Cost Detail**
  - Personnel costs are 60.8% of the total 2019 costs
  - Radio systems are the second highest at 13.4%
  - Total PSAP reported costs were \$361 million
    - \$311.7 million were funded by the 911 surcharge
    - \$49.5 million were funded by county general fund revenue or other local revenue sources
- **County 911 System Plan**
  - Each county required to develop a 911 system plan (35 Pa.C.S. § 5304)
  - PEMA is currently developing a software platform to:
    - Automate and manage the planning process
    - Maintain inventory data
    - Upgrade financial reporting and grants management capabilities
    - Manage new training, certification, and QA/QI requirements
  - *“Board shall review each 911 System Plan for completeness and may recommend approval or disapproval of the plan to PEMA (§ 5305)”*
    - Review requirements, process, responsibilities, and responsible stakeholders will need defined
  - Focus on data and process driven decisions; planned funding allocations
- **Statewide Imagery Project**
  - Statewide imagery collection completed in April 2020
  - Next delivery of imagery to Potter, Berks, Chester, Fulton, Clinton and Centre counties
  - Overall, production efforts have been delayed as seen with other Commonwealth imagery initiatives (i.e. LiDAR), with final deliveries expected into early Q1 2021

### III. Certification Review Procedures

- **Overview:**
  - PEMA, working with the Operations Subcommittee, developed procedures and review criteria to complete a Certification Review of a PSAP's training and quality assurance/quality improvement programs
  - PEMA will review each program to determine minimum requirements are met
  - If needed, PSAP will provide additional information to for PEMA to make compliance decision
  - PEMA will issue reports that summarize the results of the review
  - PEMA will certify a PSAP's programs if fully compliant
  - If programs are non-compliant, PSAP will follow corrective action directives adopted June 2020
  - PEMA anticipates initial reviews will be completed by December 31, 2020

**ACTION ITEM:** The Certification Review Procedures were presented to the 911 Advisory Board for a vote to recommend adoption to PEMA. Audrey Kenny made a motion to adopt the procedures, Mark Higgins seconded the motion. The motion carried.

### IV. 2020 Statewide Interconnectivity Funding Priorities

- **Background:**
  - Statewide interconnectivity funding (15% funds):
    - 15% of quarterly revenue shall be used by PEMA for statewide connectivity
    - \$152 million distributed via grant process over the past 4 years
    - PEMA, in consultation with the Board, sets funding priorities each year
    - PEMA worked with the Funding Subcommittee to develop 2020 priorities
- **Program details:**
  - Who may apply: Pennsylvania PSAPs
  - Application release date: October 1, 2020
  - Application due date: October 31, 2020
  - Amount of available funds (estimated): \$47 million
    - \$12 million - maintenance
    - \$13.5 million – formula funding assistance
    - \$21.5 million – available for new projects
- **15% Priorities – Changes from 2019**
  - A county must submit their PSAP boundary (GIS dataset) to participate in the 2020 funding cycle
    - Foundational need to geospatially route 911 calls
    - Focus is to identify gaps/overlaps between counties
    - Counties work together to determine where a call from those areas is delivered
  - Minimal changes to the 2020 funding priorities
    - No new priorities added
    - Priorities removed from the 2019 Priority List include:
      - Cybersecurity Training – will be included in the NG911 project
      - New Shared Recorder – prepare for less 15% funding to be available once statewide NG911 system and service costs are introduced; also costs benefits of sharing are limited
    - Projects submitted under priority 11 (New Connectivity) will be closely scrutinized in anticipation of the statewide ESInet project

**ACTION ITEM:** The 2020 Statewide Interconnectivity Funding Priorities were presented to the 911 Advisory Board for a vote to recommend adoption to PEMA. Chris Clark made a motion to recommend adoption of the priorities, Michael Vest seconded the motion. The motion carried.

## V. 2021 Eligibility Factors

### • **Background:**

- PEMA required to publish eligible uses for 911 funds annually (35 Pa.C.S. § 5303)
- Funds shall only be used for 911 related costs as determined by PEMA in consultation Board (35 Pa.C.S. § 5306.1)
- Eligible uses published annually on Eligibility Factors List
- Eligible costs are listed by Cost Type and Cost Category
- Changes for 2021 considered minor in nature and clarify eligibility questions PEMA received over the past year

**ACTION ITEM:** The 2021 Eligibility Factors List was presented to the 911 Advisory Board for a vote to recommend adoption to PEMA. Gary Hoffman made a motion to adopt the 2020 Eligibility Factors List, Gary Thomas seconded the motion. The motion carried.

## VI. 2021 Funding Formula

- Board members have asked for reconsideration of the Funding Subcommittee's formula recommendation
- 911 Advisory Board Funding Subcommittee recommendation:
  - 3% equal distribution; Remainder 97.5% population and 2.5 % population density
- Current formula: Based on revenue and expense data from 2010-2014
  - Common concerns: outdated and based on inconsistent/unreliable data
  - Current formula was not intended to be permanent; based on interim formula
- Revenue level has been at \$316 million per year since 2016
- 911 expenses continue to exceed revenue; new costs coming
  - Supporting two 911 systems (current and NG911) during transition
  - NG911 introduces new costs (GIS, cybersecurity, IT, etc.)
- With fixed revenue, focus is on ensuring each county receives a fair and proportionate share of level revenue collections

### **Rationale:**

- Population reflects reliable, consistent data available for **all** counties
- Provides budget certainty (a county's actions won't impact 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
- Distribution by population represents where someone paid \$1.65 for 911 service

### **Revenue Per Person:**

- **Current formula:** 22 counties receive less than \$1.64 per person, per month
- **Recommendation:** No county would receive less than \$1.64 per person
  - Establishes a minimum baseline of \$1.64
  - Increases above \$1.64 provided with equal distribution and population density
- Revenue per person, per month figures do not include 15% funding

### **Suggestions:**

- All stakeholders were given the opportunity to submit suggestions by July 31, 2020
- A suggestion was submitted by Carbon, Monroe, Northampton, Pike, Schuylkill, and Wayne:

- 60% - Expenses
- 30% - Population
- 5% - Call volume
- 1.5% - Cost of living
- 1.5% - Square miles
- 1.5% - population density
- Recommendation included reported expenses and call volume of which concerns with those data sets is outlined in the Funding Subcommittee Formula Recommendation document
- A primary concern with cost of living is it can be calculated a variety of ways and depending on which factors are used can have different impacts on a county's allocation.
- A primary concern with square miles is it has the impact of redistributing funds from where the consumer paid the \$1.65 surcharge.
- A suggestion was submitted by McKean County to add another 3% equal distribution for counties that operate a PSAP
  - Subcommittee reviewed examples that increased equal distribution between 4% - 10%
  - More populated counties felt negatively impacted with each equal distribution % increase
  - Less populated counties felt negatively impacted with each population density % increase
  - Finally, the more percentages are increased for the equal distribution and/or population density, counties in the "middle" of the spectrum are impacted
- The funding subcommittee's recommendation seeks to balance concerns by:
  - Keeping the equal distribution at 3% as required by law
  - Having the majority of funds distributed by population to:
    - Reflect where a person paid the surcharge for 911 service
    - Base distributions on reliable and consistent data
    - Take into account 18% of funds are already being redistributed among counties
  - Add 2.5% density to offset some concerns of the 3% equal distribution
- 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
  - At a minimum, provides counties 2+ years to adjust to full impact of formula in 2023

### **Comments:**

Michael Vest reiterated concerns with the adequacy of the current surcharge rate and formula, and support for the funding subcommittee's recommendation.

Chris Clark noted that PSAPs have been told as far back as 2015 to prepare for a formula change and to use their formula funds wisely. His county (Jefferson) does receive more than \$1.65 per person and would receive a decrease under the subcommittee's recommendation. Being a member of the 911 Advisory Board and the Funding Subcommittee, he noted he supports the subcommittee's recommendation as a fair method to distribute funds. PEMA has not been pressuring/swaying the vote; however, he has been contacted by others trying to sway the way he votes.

Nate Silcox, on behalf of Senator Regan asked that no vote be held on the funding formula change today. Thirty (30) counties would see a decrease and we are in the middle of a trying period.

Gary Hoffman referenced the upcoming informational hearing being held by Representative Barrar

and questioned whether there should be a vote today.

Commissioner Mark Higgins stated the current formula is based on decade old expenses. The Funding Subcommittee has worked on a new formula for two years. Commissioner Higgins stated the vote needs to occur as a change is needed to the formula.

Commissioner Matt Quesenberry asked why the Board would not entertain waiting on a vote as September 22<sup>nd</sup> is an informational meeting.

Mike Hillman clarified that no action or legislation is being considered at the informational hearing.

**ACTION ITEM:** Motion was made to recommend reconsideration of the 2021 Funding Formula change. The Funding Formula change was presented to the 911 Advisory Board for a vote on adopting said change – Michael Vest made a motion to adopt the change, Frank Jannetti seconded the motion. Based on a roll-call vote, the motion did not carry. With 21 voting members present and voting, 16 votes in favor were needed to recommend adoption to PEMA with 15 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 – Kelly Collins, designee for the Honorable mayor Jim Kenney, Philadelphia
- 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
- No - The Honorable Matt Quesenberry Commissioner - 5th - 8th Class County, Elk County
- No - The Honorable Robert Snyder Commissioner - 5th - 8th Class County, Forest County
- Yes – Ms. Nadine Dodge, 911 Coordinator – City of the 1<sup>st</sup> Class, City of Philadelphia
- 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. Bruce Trego, State Fire Commissioner
- Yes - Mr. John MacMillan State Geospatial Coordinating Board

## **VII. New Business**

Deputy Boyle stated the current formula is outdated and must be addressed. A framework and deadline will need outlined to reach a solution on the formula issue.

## **VIII. Public Comments**

Roy Shipley, Fayette County stated Fayette County is underfunded. Fayette county's 911 expenses do not capture all of his county's 911 expenses from 2010 – 2014 and asked that he be allowed to revise his reported expenses.

Rob McLafferty, Butler County expressed concern a resolution for replacing the current formula has not been found. Butler County contributes \$1.2 million annually to 911 and is unacceptable the county only receives \$1.15 per person. A formula replacement is needed.

Commissioner Eric Henry stated Crawford County is only receiving \$1.46 per person. COVID-19 should not delay replacing the formula as the pandemic pertains to all counties. Brian Gottschall, Berks County and Tracy Zents, Jefferson County echoed Commissioner Henry's sentiments regarding COVID-19.

Commissioner Mark Higgins wants it on the record that if Fayette County can revise their reported expenses, Centre County would also like to be able to do the same.

## **IX. Closing Comments**

Director Padfield shared the 911 Program is fundamental to what we do. The concerns with the current formula are well noted. The formula issue cannot be left to drag on as is.

Motion to adjourn at 11:21am.