



Report to the Indiana General Assembly

911/E911 Services (Revised)

Indiana Advisory Commission on Intergovernmental Relations
334 North Senate Avenue
Indianapolis, IN 46204-1708



Center for Urban Policy and the Environment



**SCHOOL OF PUBLIC AND
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About the IACIR

The Indiana Advisory Commission on Intergovernmental Relations (IACIR) was established in 1995 by the General Assembly (IC 4-23-24.2) to provide a forum for discussion and planning in light of the increasing demands being made on state and local governments. The commission is composed of members of the Indiana General Assembly, representatives from municipal, county, township, and regional government, representatives of intergovernmental expertise, citizens, and state officials. The Indiana University Center for Urban Policy and the Environment (Center), part of the IU Public Policy Institute and School of Public and Environmental Affairs, staffs and administers the commission.

Director, Indiana Advisory Commission on Intergovernmental Relations

John L. Krauss

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The Center for Urban Policy and the Environment

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Introduction	1
Public Testimony	1
Research and Analysis	2
Policy Recommendations	2
Appendix A PSAP Questionnaire	5

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Introduction

In the 2012 legislative session, the Indiana General Assembly considered the system for funding public safety answering points (PSAPs). The resulting legislation was 2012 SEA 345. One of the issues that was not fully resolved in the policy discussions that led to 2012 SEA 345, was the establishment of formal responsibilities among state and local governments currently providing 911. 2012 SEA 345 assigned the Indiana Advisory Commission on Intergovernmental Relations (IACIR) to “*study the appropriate roles and responsibilities of the state, counties, municipalities, townships, and other political subdivisions in providing 911 and enhanced 911 services in Indiana.*”

While the assignment from the General Assembly includes only the study of responsibilities (and by inference the distribution of funding based on those responsibilities), the IACIR study also included taking input on the new funding system established in SEA 345 and on the progress that has been made to date on the consolidation required by PL 137-2008 (2008 HEA 1204).

Public Testimony

The IACIR took testimony and conducted its deliberations on 911 and enhanced 911 (E911) services at meetings held on September 19, 2012, October 9, 2012, and October 25, 2012. The following individuals provided presentations or testimony to the commission during this process:

- Barry Ritter, Executive Director, Statewide 911 Board
- Rhonda Cook, Director of Government Affairs and Legislative Counsel, Indiana Association of Cities and Towns
- Andrew Berger, Director of Government Affairs and General Counsel, Association of Indiana Counties
- Stephanie Yager, Executive Director, Indiana Association of County Commissioners
- John Koppin, President, Indiana Telecommunications Association
- Lester Miller, Principal, IYP Solutions
- Howard County
 - Sheriff Steve Rogers, Howard County
 - Nick Capazolli, 911 Director, Howard County
 - Commissioner Paul Wyman, Howard County
 - Commissioner Tyler Moore, Howard County
 - Mayor Greg Goodnight, city of Kokomo
 - Randy Morris, Controller, city of Kokomo
- Lake County
 - Rick Cockrum, Capitol Assets, LLC
 - Michael Repay, Lake County Council
 - Larry Blanchard, Financial Advisor
 - Chief Brian Miller, Police Department, Hammond
- Ed Reuter, Executive Director, Bartholomew County Emergency Operations 911 Center
- Timothy Lee, Executive Director, Consolidated Communications Partnership of Fort Wayne and Allen County

- Hendricks County
 - Mindy Westrick, Faegre Baker Daniels
 - Robin Brandgard, Town Council President, town of Plainfield; President, Hendricks County Communications Governing Board
- Mayor Richard Fledderman, city of Batesville
- Scott Fadness, Town Manager, town of Fishers
- Mayor Bryan Conklin, city of Union City
- Mark Grady, President, Indigital Telecom

The minutes of the individual meetings and copies of any formal materials presented to the commission are available on the IACIR website (www.iacir.spea.iupui.edu).

Research and Analysis

To support the commission’s deliberations, the IACIR staff conducted a literature review and a survey of PSAPs. The survey was administered to all PSAPs in the state starting on September 20, 2012 and was concluded on November 30, 2012. IACIR staff presented preliminary survey results to date at both October commission meetings. The full report of survey results was published in February 2013 and is under separate cover. The PSAP questionnaire that was utilized is provided in Appendix A.

Policy Recommendations

A number of specific recommendations emerged from the discussions at the three meetings devoted to 911 and E911 services.

Responsibilities for 911 and E911 services

1. Establish clearly in statute that counties are responsible for 911 and Enhanced 911 (E911) services and the related public safety dispatch, and will receive the statewide 911 fees that are distributed by the Statewide 911 Board.
2. Establish that counties may delegate their responsibility for 911 and E911 services and related public safety dispatch to a municipality within the county or to another county by interlocal agreement. If delegated, the statewide 911 fees are transferred to units that are delegated authority for 911 and E911 services and the related public safety dispatch.
3. Clarify that municipalities that currently have dispatch that is fully funded by the municipality may continue to exist.

Funding of 911 and E911 Services

4. Establish a sustainable, stable, and equitable system of funding that will support high quality local 911, E911, and related public safety dispatch services. The system of funding should be robust enough to allow the implementation of new technologies over time and address any current technological disparities.

5. Make a distinction between (a) the bundle of services that includes 911, e911, and the related public safety dispatch and (b) additional public safety duties and accepting calls and dispatching for non-public safety services and agencies. The statewide 911 fees should fund 911, E911, and related public safety dispatch. Additional dispatch and other services should be funded with local government resources.
6. Explore additional state funding options (e.g., raising the statewide 911 fees) and local funding options (e.g., higher statewide 911 fees, a public safety LOIT that is uncoupled from property tax relief, a dedicated dispatch LOIT, or a service territory with fee) to supplement current statewide 911 fees. Adopt if necessary.
7. 2012 SEA 345 requires local governments to track costs for 911, E911, and various types of dispatch services across funding sources. They are required to begin submitting data to the Statewide 911 Board beginning in January 2013. Our work has made clear that good data is critical to good decisionmaking for 911, E911, and related public safety dispatch services.
8. Establish authority to audit telecommunications providers to ensure that all statewide 911 fees are being remitted.
9. Establish a statutory formula for the fees on trunk lines. Currently, each telecommunications company is allowed to establish their own formula (e.g., pay three (3) single line fees on each trunk line).
10. Enable local governments within counties to transfer levy capacity to county government to allow counties to fund 911, E911 and related public safety dispatch more fully and equitably with property taxes.

Consolidation of PSAPs (2008 HEA 1204)

11. Clarify that the intent of 2008 HEA 1204 was that there should be only one primary public safety answering points (PSAPs) per county. A second system was intended to be a backup system.
12. Provide incentives for local government units to consolidate to no more than one PSAP/public safety dispatch center per county and to consolidate across county lines. One option would be to allow the new agency or the sending local governments to keep all savings (for a period of time) that accrue from consolidation. Savings are a natural incentive for units to consolidate operations. Currently, local governments are only allowed to keep part of their savings. As additional consolidations occur, particularly across county lines, encourage local governments to establish management structures that allow consolidating entities to participate in setting management policies.

Operations/Management

13. Task the Statewide 911 Board, in collaboration with the Indiana Chapters of the National Emergency Number Association (NENA) and the Association of Public-Safety Communications Officials (APCO) to develop best practices resources about consolidation, staffing, etc. that are available and accessible to PSAP/dispatch centers across the state.
14. Encourage PSAPs/dispatch centers to review and adopt best practices.
15. Establish a pilot grant program that encourages local governments to develop and implement innovative programs to further consolidate dispatch centers or technology, to develop new funding options, and/or to gain significant efficiencies through the adoption of best practices. Give the Statewide 911 Board the authority to distribute a portion of the statewide 911 fees for this purpose.

Operations/Management (continued)

16. Assign the Statewide 911 Board the completion of a feasibility study of Indiana's readiness for Next Generation 911 (NG 911) technology implementation. Adopt state level funding to cover the increased cost of bandwidth associated with NG 911.

Appendix A

PSAP Questionnaire

2012 PSAP Operations Survey

This survey is conducted on behalf of the Indiana Advisory Commission on Intergovernmental Relations (IACIR) and will provide crucial data on public safety answering points (PSAP) operations statewide. Following the passage of Senate Bill 345 by the Indiana General Assembly, the IACIR has been assigned the task of reviewing the operations and responsibilities of Indiana PSAPs.

Completion of the survey is voluntary. However, responses are important to ensure that the data collected represents the varied circumstances among PSAPs. Respondents have the option to write or type in responses. Respondents may return the survey in the business reply envelopes that accompanied the survey in the mail or return by email at jlpalmer@iupui.edu.

1. Please provide the following information regarding name, location, contact information, etc., for your PSAP.

PSAP Name:	
County:	
Website:	
Email:	
Phone number:	
Director's Name:	
Respondent (if other than director):	
Population Served (#):	
CAD System (if applicable):	
Total Staff:	

2. What official or entity makes decisions regarding the operation of the PSAP? Please use the space below to describe the management of the PSAP. For example, the PSAP may be managed by the Sheriff, Chief of Police, or by a board.

3. Please list the local unit(s) of government served by the PSAP. In table a, please include services in addition to emergency 911 dispatch services that are provided by the PSAP. In table b, list the number of yearly CAD events or CAD reports by agency.

Agency(ies) Served by PSAP	a. <u>Services provided in addition to 911</u>
Agency 1	
Agency 2	
Agency 3	
Agency 4	
Agency 5	
Agency 6	
Agency 7	
Agency 8	
Agency 9	
Agency 10	
Agency 11	
Agency 12	
Agency 13	
Agency 14	
Agency 15	

Please use the space below if more than 15 units of local government are served by the PSAP.

Agency(s) Served by PSAP	a. <u>Services provided in addition to 911</u>
Agency 16	
Agency 17	
Agency 18	
Agency 19	
Agency 20	
Agency 21	
Agency 22	
Agency 23	
Agency 24	
Agency 25	
Agency 26	
Agency 27	
Agency 28	
Agency 29	
Agency 30	

Please list the number of yearly CAD events by agency or unit of local government.

Agency(s) Served by PSAP	b. <u>CAD Events / Computer Aided Dispatch Reports</u>			
	<u>2012</u> (Jan. 1 – June 30)	<u>2011</u>	<u>2010</u>	<u>2009</u>
Agency 1				
Agency 2				
Agency 3				
Agency 4				
Agency 5				
Agency 6				
Agency 7				
Agency 8				
Agency 9				
Agency 10				
Agency 11				
Agency 12				
Agency 13				
Agency 14				
Agency 15				

Please use the space below if more than 15 units of local government are served by the PSAP.

Agency(s) Served by PSAP	b. <u>CAD Events / Computer Aided Dispatch Reports</u>			
	<u>2012</u> <u>(Jan. 1 – June 30)</u>	<u>2011</u>	<u>2010</u>	<u>2009</u>
Agency 16				
Agency 17				
Agency 18				
Agency 19				
Agency 20				
Agency 21				
Agency 22				
Agency 23				
Agency 24				
Agency 25				
Agency 26				
Agency 27				
Agency 28				
Agency 29				
Agency 30				

4. Please provide aggregated call data for the PSAP for Jan 1 – Jun 30, 2012, CY 2011, CY 2010, and CY 2009.

a. Dispatch Calls (2009, 2010 , 2011 , 2012 (Jan. 1 – June 30))						
	<u>Total Calls</u>	<u>911</u>	<u>Administrative</u>	<u>Wireline</u>	<u>Wireless</u>	<u>Abandoned</u>
PSAP Totals for 2012 (Jan. 1 – June 30)						
PSAP Totals for 2011						
PSAP Totals for 2010						
PSAP Totals for 2009						

- b. Please use this space for comments or related additional information that would be helpful in understanding Dispatch Call data provided above. For example, if some call data is not included for a specific year or if the PSAP increased the number of agencies served for a given period, please explain these occurrences here.

5. Please complete the table below describing PSAP expenditures. If budget items do not conform to the categories available below, please list the nonconforming items as *Other* and use the space below the table to provide additional information to explain these expenses. If there are expenses related to PSAP operations that are paid by the host government (or other source), please include them in the space provided.

a. Expenses				
	2012 (Jan 1 – June 30)	2011	2010	2009
Total Expenses:				
Salary/Benefits:				
Communications Equipment Total (hardware and software):				
a. 9-1-1 Answering Equipment:				
b. Radio Equipment:				
Facility Costs (rent, lease, bond, etc.):				
Related Operations Costs (utilities, maintenance, etc.):				
Other (please identify _____):				
Other (please identify _____):				

c. Are there any expenses that are paid by the host government that do not appear above? For example, the electric bill for the dispatch center is paid from the budget of another department.

d. Use the space below to provide additional information for understanding operation expenses.

6. Please complete the table below describing PSAP revenue. If a revenue source requires further explanation, please use the space below the table to provide additional information to explain these sources. Please indicate the source of the revenues.

a. Revenue (with Source)				
	2012 (Jan 1 – June 30)	2011	2010	2009
Total Revenue:				
Landline surcharges:				
Wireless surcharges:				
Contributions from host local government:				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Contributions from participating local government (Please identify _____):				
Other (please identify _____):				
Other (please identify _____):				

b. Use the space below to provide additional information for understanding operations revenue.

Please return the survey by email to the address below or return using the enclosed postage paid envelope.

Your participation in this survey is greatly appreciated.

If you have any questions or comments, please contact:

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