Indiana Advisory Commission on Intergovernmental Relations
Thursday October 25, 2012
1:00 P.M. to 4:00 P.M.
Indiana Government Center South Conference Center
Conference Room A
402 W. Washington St.
Indianapolis, Indiana

DRAFT MINUTES – NOT OFFICIAL UNTIL APPROVED

CALL TO ORDER/WELCOME
Representative Michael Karickhoff called the meeting to order and welcomed the group at approximately 1:10 p.m. Attendance is shown in Attachment A.

MEETING AGENDA

• Call to Order/Welcome	Chair Mike Karickhoff
• Approval of Minutes of October 9, 2012	Chair Mike Karickhoff
• Update on 2012 Survey of Local Elected Officials	Jamie Palmer
• Data on 911 Calls	Mark Grady, INdigital
• Summary of 911 Presentation at Commission on State Tax and Financing Policy (5 min)	Representative Karickhoff
• Update on Survey of Public Safety Answering Points (PSAPs)	Jamie Palmer Zachary Mulholland
• Commission Discussion of Draft 911 Report/Recommendations	Chair Mike Karickhoff John L. Krauss Commission
• Testimony on Draft 911 Report and Recommendations	Chair Mike Karickhoff
• Adoption of Report/Recommendations	Chair Mike Karickhoff John L. Krauss Commission
• Next Meeting: TBA	Chair Mike Karickhoff
• Adjournment	Chair Mike Karickhoff

APPROVAL OF MINUTES OF OCTOBER 9, 2012
Representative Karickhoff asked the Commission to review the minutes from the previous meeting and asked if there were any additions, corrections, or discussion. Ken Paust made the motion to approve the minutes. Senator Richard Young seconded the motion. The minutes were approved unanimously.

UPDATE ON 2012 SURVEY OF ELECTED OFFICIALS
Representative Karickhoff recognized Jamie Palmer.

Ms. Palmer gave an update of the 2012 IACIR Survey of Local Government Officials. Additional surveys are returned daily. The current response rate is approximately 35 percent.

DATA ON 911 CALLS
Representative Karickhoff introduced Mark Grady with INdigital, an Indiana company whose mission is to provide innovative telecom services that are market leaders in the government and business sectors.

Mr. Grady gave an overview of the 911 call data (Attachment B). Mr. Grady told the group that the majority of 911 calls are from wireless phones.

Mr. Grady addressed some commonly held misconceptions regarding 911 calls. Many think that population based revenue distribution doesn't work, in part because counties with Interstate highways have huge call volumes and resort counties have huge call spikes during holidays and summers. Marion, Vanderburgh, and Lake counties have the most calls, and also the biggest proportion of the population making calls. Vigo and Floyd counties have the next highest amount with respect to the proportion of the population making 911 calls. He attributes the high number of calls to Vigo and Floyd to the fact that Interstate highways travel through them. There are some peaks in the volume of calls and some seasonal variation, but the spikes are not extreme. Vanderburgh County is an outlier, he proposes, because of the demographics. Vanderburgh County seems to have a higher number of single-occupant households.

Representative Karickhoff asked if that percentage includes repeat calls, like abuse or nuisance calls.

Mr. Grady said that was not generally a problem.

Ms. Palmer asked if these numbers included just incoming calls with some duplicates and gave the example that one car accident could generate several 911 calls.

Mr. Grady said the numbers represent the raw numbers of incoming calls.

Mr. Grady summarized that the data support that population based distribution is a suitable, stable method of revenue distribution. He acknowledges there are outliers, i.e., counties where the per-call ratio per capita exceeds the average.

Mr. Grady then discussed whether Indiana has achieved one PSAP per county. There are five counties with more than two PSAPs— Lake, St. Joseph, Hamilton, Marion, and Johnson— that have more than two PSAPs taking wireless calls. While Hamilton County has consolidated, there are still three call delivery points for the county. His conclusion is that 911 is a service provided by local authorities.

Representative Karickhoff asked about the company INdigital.

Mr. Grady said that in 2005 INdigital was selected by the Indiana Wireless 911 Advisory Board to build a new e911 network. A solution for funding the rising cost of service and upgrading dated technology

had to be found. INdigital proposed to move to Internet protocol (IP). A wireless call connects to one network. Over time they have built the network farther out. INdigital is the contractor that routes all wireless calls to the right agency.

Representative Karickhoff said INdigital is the backbone that gets the calls to the right place. He asked about what portion of the wireless fees, InDigital receives.

Mr. Grady indicated that INdigital gets $0.08 of the $0.90.

Senator James Smith asked about testing for failure.

Mr. Grady said that their system has redundant equipment. In the recent outage, the majority of calls were still received. Their analysis showed that no more than 30 calls might have gone undelivered.

SUMMARY OF 911 PRESENTATION AT COMMISSION ON STATE TAX AND FINANCING POLICY
Representative Karickhoff said that he, Ms. Palmer, Mr. Krauss, and others sat in on the recent Commission on State Tax and Financing Policy meeting. Representative Karickhoff introduced Barry Ritter of the Statewide 911 Board to summarize the meeting.

Mr. Ritter said the guest speaker was Senator Bramble from Utah. Utah tried to find PSAP alternate billing/funding arrangement by taking off the fee on telecommunications and adding a fee to the electric utility. Electric utilities were proposed because virtually everyone has electricity service (vs. water or sewer service). However, the utility blocked and the bill did not pass. They considered the Virginia model which attaches the fee to service connections and would allow revenue to be captured on a wider variety of devices.

Representative Karickhoff agrees that would be a good model. Currently there is no funding from places like Skype, magicJack, or personal computers.

Ms. Therese Brown asked what the connection point is.

Mr. Grady said funding is collected by the state from the service connection.

Mr. John Krauss added the connection point might be the WiFi in Starbucks.

Ms. Palmer said it is more complicated.

Ms. Brown said it becomes an expansive burden.

Senator Richard Young suggested putting a fee on all devices.

Mr. Grady agreed that might be another option.

Senator Smith asked if the type of device can be tracked.

Mr. Ritter said that it could.

UPDATE ON SURVEY OF PUBLIC SAFETY ANSWERING POINTS (PSAPs)
Representative Karickhoff recognized Jamie Palmer.

Ms. Palmer began the discussion by explaining the range of services provided by PSAPs (Attachment C). One PSAP might provide 911 and e911 technology, public safety dispatch and incidental administrative dispatch. Another PSAP might provide those same things but also have other duties such as other public safety data entry, public safety administrative calls, and non-public safety administrative calls (day and/or after hours). She said that these two different models may receive the same number of calls.

There are industry performance standards: calls are answered within three rings or 90 percent of calls answered within ten seconds. She described different models for staffing but the reality is what the budget allows. There is great variation in the nature of emergency dispatch calls; variation in processing time and when the calls come in. There is a need to provide room for emergencies. Dispatch centers are often understaffed which creates stress for personnel and turnover. Turnover creates understaffing. She stressed how important it is that call centers be fully staffed in order to be effective and efficient.

Representative Sheila Klinker recommended two numbers, one for emergencies and another for calls for animal control.

Representative Karickhoff added that all calls are treated as an opportunity for a fee. Only ten percent are truly emergencies.

Mayor Terry Seitz asked if there was any breakdown of the types of calls.

Meredith Carter said that they can get a breakdown of the types of calls that come in to the PSAP; traffic stops accounts for the most calls in Hamilton County.

Ms. Palmer indicated that high functioning PSAPs can break calls down in this way. Many smaller PSAPs are not able to track that level of detail.

Ms. Palmer introduced Zachary Mulholland to give an update on the 2012 PSAP Operations Survey (Attachment D). Mr. Mulholland said the response rate by PSAPs is 40 percent. There are eight additional surveys expected. Of the surveys that have been submitted, 14 need follow-up.

Mr. Mulholland described the to-date results of PSAP size by population, staff (including both full-time and part-time), the "Stack" of services (as described by Ms. Palmer), agencies served, and call volume/CAD events.

Mr. Mulholland also described, with qualifications, expenditures by PSAP. It is difficult to put a price tag on PSAP operation because funds flow from 911, county general funds, and local government contributions. There is a huge variation in costs. In some cases, this variation could be attributed to PSAPs co-located with another agency with the facility cost attributed to the other agency. Variation could also be attributed to purchasing technology which is cyclical. Almost universally, 911 funds are supplemented by alternative sources of revenue like COIT, county general funds, etc.

Mr. Mulholland presented the group with a list of the current PSAPs who have responded to the survey (Attachment E).

Mark Lawrence asked how it is decided who answers the call that is the sole after-hours call center for the entire county.

Representative Karickhoff said the local leadership decides.

Representative Terri Austin said the General Assembly and state agencies foster numbers like 211, 811, and 911. All are encouraged to call a *11* number.

Mayor Norm Yoder said staff are either swamped or have nothing to do. He suggested that it was efficient to have other things for them to do during slack times.

Mayor Seitz said that in some cases officers are able to do their own data checks, thereby reducing calls to the PSAP.

Representative Karickhoff said that not all counties have that system.

Representative Austin asked how are municipalities required to keep their point of contact information updated.

Mr. Ritter said that locals are now mandated to report to the state.

Mr. Grady said that equipment purchase is local; 911 is a local service.

Mr. Krauss said that the 911 fee pays for getting my call to the right place. The rest is paid by the service required.

Mr. Ritter said that 90 cents per subscriber goes to 911. However, not all are paying their fees.

Ms. Brown asked if it is appropriate for the legislature to tell what local government what types of calls can or cannot be dispatched from a PSAP. Fort Wayne and Allen County have a 311 number for pothole notification, constituent concerns, etc.

Senator Smith asked for a breakdown on where the $0.90 from each subscriber goes.

Representative Karickhoff called for a five-minute break at 2:30 P.M.

COMMISSION DISCUSSION OF DRAFT 911 REPORT/RECOMMENDATIONS
After Representative Karickhoff called the meeting back to order, he introduced the next task which is to discuss the draft report.

Mr. Krauss asked the members of the commission to focus on the spirit of the report/recommendations and not on polishing the language.

Ms. Palmer said that the full report will include the research and analysis later when the data are complete. She led the commission through a discussion of the proposed recommendations in the draft report (Attachment F). Adjustments to the recommendations were made as needed. The report documenting the recommendations from the 2011 study of the structure of 911 services and funding was provided to the commission for reference (Attachment G).

Ms. Brown asked for clarification from the General Assembly regarding how many PSAPs it intended for each county to have. She asked if they intended one functioning and one back-up.

Mayor Seitz would like a better definition of back-up. He asked if backups would be funded as well.

Representative Karickhoff said it would not be funded.

Ms. Brown said that primary vs. secondary needs to be defined, as well. She further indicated that the increased cost is based on call routing.

Representative Austin asked for an explanation of the high cost of routing.

Mayor Seitz said his city gets no funding. The county gets it all.

Senator Young asked Mayor Seitz if his city gets any benefit.

Mayor Seitz said it is all territorial.

Mr. Mulholland offered that there are cases when a county pays a municipality to provide this service. For example, Noble County pays Kendallville through interlocal agreement.

Ms. Palmer called attention to Recommendation 5. She indicated that current funding is based on the decisions that counties made in the past and in some cases included funding for non-public safety calls. That conflicts with Recommendation 5.

Representative Karickhoff asked how many PSAPs are in the sheriff's department, jails, police department. He asked how many PSAPs in a stand along building (with increased costs) and how departments account for those costs.

Mr. Krauss reminded the group that inherent in the problem is the lack of funding. He asked if the rules allow other money can cover the shortfall, such as local option income taxes (LOIT).

Mr. Larry Hesson suggested allowing counties to adopt a LOIT that would be dedicated to only public safety.

Senator Young suggested giving locals home rule and let it be a local decision.

Ms. Brown said that new revenue must be outside the property tax cap.

Representative Karickhoff said the General Assembly will not adopt a tax outside the cap.

Mayor Yoder suggested adding territory E911 fee based on the building.

Representative Saunders asked if it was feasible.

Representative Austin suggested that the state needs streamline local services. The tax system is too complicated.

Mr. Lawrance said this is a technology-driven program.

Representative Austin is afraid of putting funding in the recommendations.

Mr. Krauss suggested adding funding options.

Representative Karickhoff suggested income tax.

Representative Saunders reminded the group that corporations do not pay income tax.

Representative Austin suggested adding a recommendation to establish a pilot program to provide funding for innovative solutions.

Mayor Seitz suggested regionalizing dispatch.

Ms. Brown struggles with imposing a regional model. Those decisions should be made locally.

Representative Karickhoff said further study is needed. We agree there isn't enough funding.

Mr. Hesson suggested uncoupling the income tax from tax relief.

Representative Karickhoff suggested offering three counties to consolidate.

Mayor Yoder did not think consolidation across county lines would work.

Ms. Palmer said there should be distinction between calls for public safety vs. other calls.

Mayor Jon Craig said that he appreciates protecting home rule and the search for alternate revenue. The options for funding under the tax caps are LOIT or service fees. LOITs are adopted at the county level and that could be problematic when a municipality houses the PSAP.

Representative Austin said the state should have audit authority to ensure that all appropriate fees are being remitted.

Rich Cockrum, who is working with Lake County, explained that the unified system of funding creates a set of donor counties. Lake County is working to fund a consolidated PSAP. They need the funds that are generated in the county and redistributed to less populated counties.

Representative Austin asked if Lake County would be able to complete consolidation with an extension.

Mr. Cockrum said he would take that idea back to Lake County.

Representative Karickhoff suggested they adopt a LOIT.

Representative Austin said if Lake County does not consolidate with the extension, then the state will decide. She said we need to build a better mousetrap with innovation.

Mr. Carter said that the state needs to look ahead at implementing and funding the new generation e911. We got a grant from Urban Areas Security Initiative (UASI) to get an IP enabled platform.

Ms. Brown said the next generation includes the integration of crash data, text, photos, etc.

Representative Karickhoff asked the group to please review the report once the changes were made and provide timely responses. He would begin conversations with his colleagues in the General Assembly.

NEXT MEETING
The next meeting will be set after the close of the legislative session.

ADJOURNMENT
Representative Karickhoff adjourned the meeting at 4:00 P.M.