

Kansas 911 Coordinating Council
Minutes from the
August 3, 2012 Meeting

The meeting was held at the Eisenhower State Office Building, 4th Floor Auditorium, in Topeka, Kansas.

Attendance:

Members Present: Chair Walt Way, Michele Abbott, Bob Boaldin, Jay Coverdale, Keith Faddis, Sen. Marci Francisco, Jessica Frye, Rep. Kyle Hoffman, Coleen Jennison, Chris Kelly, Mike Napolitano, Kim Pennington, Jimmy Reed, Rob Roberts, Rebecca Rosenthal, Phillip Ryan, Jimmy Todd, Richard Vogt, Ivan Weichert and Kim Winn.

Members Absent: Sen. Pat Apple, Pat Collins, Rep. Annie Kuether, Dennis George and Larry Meyers.

Other in Attendance: Kevin Blount with Intrado; Byron Smith, L.R. Kimball; Sahmie Graham, management intern; Melissa Wangemann and Dana Wethington, Kansas Association of Counties.

Proceedings

Chair Walt Way called the meeting to order at 11:05 a.m.

Chairman Way asked for corrections or additions to the May 11, 2012 minutes. Michelle Abbott noted the word “aerial” was misspelled and that the word “added” should be included with “total lane miles” both in the report of Criteria for Usage of 911 State Grand Funds for GIS Enhancements. Jimmy Reed moved to approve the minutes as corrected, which was seconded by Mike Napolitano. The motion passed.

Melissa Wangemann gave the LCPA report and distributed a chart showing July payments, back payments and overages, which totaled \$1,426,601.35. An additional chart showed 2012 payments to PSAPs that totaled \$7,324,514.78.

She also handed out a chart showing the PSAP Minimum Payment Fund as of July 13, 2012 which totaled \$890,140.81. Melissa Wangemann explained that payments to PSAPs may be affected by unremitted revenue pending distribution of jurisdiction information from telecoms. The State 911 Grant Fund has over \$11 million in the account and it is anticipated that approximately \$1.2 million in prepaid wireless 911 fees will be credited to this account annually.. Melissa Wangemann shared a copy of the bank statement showing the total in the State 911 Grant Fund. The LCPA is holding unremitted revenue of about \$90,000 and those funds will be distributed once PSAP jurisdiction data from telecoms is received. Melissa Wangemann said one telecommunications company, and its subsidiaries, was responsible for the majority of the \$90,000 and KAC was working with the company to obtain the jurisdiction data.

Walt Way asked council members if questions had been posed to them about the 911 fee or local fees, and no issues were raised by Council members. Walt Way advised that 911 revenues received are within 1.5% of the KLRD projections for 2012 revenues. Melissa Wangemann noted that receipts were at 104% of projections from January to July.

Richard Vogt gave the GIS report for NG911. He noted that it is important for PSAPs to have good GIS data for the Emergency Call Routing Function (ECRF) and other functions necessary for other routing purposes and geospatial purposes. GIS databases require managed GIS layers, particularly address points, street centerlines and boundaries of emergency services. The Technical Committee discussed what services a vendor should provide to all PSAPs and the entire state that everyone could tap into. The Committee looked at the big picture then scaled the services back to accomplish specific steps. To implement a functioning NG911 system will require four steps:

- 1) Have local PSAPs fix their GIS data to meet current NENA standards (NENA is working on GIS standards specifically for NG911 to be published in the future) to provide for ECRF functionality. The Committee received a question from a GIS firm in the state asking if there will be a central RFP and if one vendor is awarded a contract, what

happens to other vendors currently providing GIS services to PSAPs. The Committee concluded that all vendors supporting local GIS efforts now should be part of the process, particularly with getting the databases up to currently-published NENA standards. Richard Vogt will discuss the vendor's question with Chairman Way. It was stated that, according to current NENA standards, GIS addresses should have a 98% agreement with the MSAG database, and some PSAPs are further along than others in meeting address accuracy standards.

Step 2) Validating PSAP GIS database compliance with NENA standards. The committee talked about multiple ways of doing that, including hiring several vendors to do separate pieces and one vendor to perform the QA/QC process for the whole state. The Committee is leaning towards recommendation of a single vendor for the QA services, and will be meeting later in the month to continue this discussion. The Committee stated that local jurisdictions remain responsible for bringing their GIS data up to the current NENA standards.

Step 3) Once the current standard has been met and data is cleaned up, and presuming the new NENA NG911 data standards have been published, hire a vendor to transform the data and create a single NG compliant GIS database to support NG911 service delivery.

Step 4) Ongoing maintenance of the database. Following the GIS maintenance process will provide the foundation for maintaining a supportable GIS database. Walt Way asked where the GIS database would be housed, and discussion supported having a state agency support it and that local jurisdictions would have access to the GIS data for local purposes and would be responsible for updating their data. Ivan Weichert said his agency would be supportive of hosting the GIS database and could also determine ways to provide editing and maintenance services for local jurisdictions and he believed it would be the most cost-effective approach for many jurisdictions. Ivan stated he has also used separate vendors for Quality Assurance and Quality Control whose sole purpose was to review and identify corrections for GIS data. Jessica Frye said that

would be the topic of discussion in an upcoming meeting of the Technical Committee. Richard Vogt said the GIS Task Force can help with determining how often local jurisdictions update the data.

On behalf of the Operations Committee, Michelle Abbott reported that 13 letters to PSAPs were sent for additional information on 2011 expenditures of reported 911 funds. Eleven PSAPs responded and the Committee is still waiting on two PSAP responses, one of which has promised to send information in writing. The committee was pleased with the results and found only two PSAPs that would be offered guidance about future spending of their funds. Michele Abbott said the PSAP reporting form for next year would ask for more information concerning what expenditures were made with 911 funds generated under the old 911 laws and the new 911 law. She reported on the Next Generation 911 technical workshop that the Council co-sponsored with APCO and Kansas Office of Emergency Communications on July 26 at the Crisis Center with 93 people in attendance. The first part of the workshop agenda was a presentation on the federal/national standpoint of implementing NG911. During the afternoon session, there were presentations by Melissa Wangemann on the law; Jay Coverdale an overview of the NG911 pilot project; Richard Vogt on the technical component of the pilot project; and Michele Abbott on the 911 Coordinating Council and its committees and upon their responsibilities. Participants provided feedback that the program was a good method of communicating with the PSAPs about NG911 activities. The Committee is working on training guidelines for PSAPs. Jimmy Reed and Michele Abbott reported that they attended a technical workshop on the rollout of the public safety broadband network and she is interested to see how the NG911 will tie into it. Federal legislation created the authority for a public safety broadband network which will be a dedicated safety broadband network known as FirstNet. The Governor's Office will receive a packet in August in which the Governor will have the choice to opt in or out of FirstNet. If the state opts in, the federal government will pay 80% of the costs and the state matches 20%. If the state opts out, it has 180 days to develop a RFP explaining how it will integrate with the national system, plus the state bears 100% of the cost. Michele

Abbot said any current 700 MHz broadband systems will have to be integrated with FirstNet. Reed said there was discussion about having a member of the Council become a member of the SIEC in order to better coordinate NG911 network bandwidth with FirstNet services. General discussion of the Council concurred with that recommendation and should SIEC approach the Council about its participation, Chairman Way will identify a member to serve on the SIEC. Discussion was held concerning the Council's recommendation to the Governor concerning the decision to opt in or out of FirstNet. The general sense was that Kansas PSAPs and jurisdictions would benefit from opting into FirstNet and Sen. Marci Francisco recommended that Council members express no objection to opting in to FirstNet and make such position known to the Governor's representative. Michele Abbott made a motion to accept Senator Francisco's recommendation; Jimmy Reed seconded, and the motion was approved. Ms. Abbott made a recommendation that was accepted to change the October 12 Coordinating Council meeting time and location to correspond with the October 15 APCO conference at the Ramada in Topeka and to schedule the Council meeting at 1 p.m. This will provide an opportunity for APCO to see the 911 Coordinating Council in action and also provide an opportunity for communication with its stakeholders.

Byron Smith of L.R. Kimball summarized the final report of L.R. Kimball's project for the ENHANCE 911 Grant Findings. The written report's appendices includes a questionnaire developed by the Governor's Grant Office for inventorying PSAPs, as well as the result of the testing and results in non-technical terms. The report was submitted on the deadline of July 31, 2012 and belongs to the Governor's Office where it is being reviewed. Once it's been approved, the entire report will be released. In broad terms, these are the efforts by L.R. Kimball for the ENHANCE 911 Fund:

- Gathered and prepared database of current PSAP information, which was completed January 2011. Michael Webb is to be credited for initiating the work. It will be available on the web at a future time.

- Developed roadmap of issues required to deploy NG911, including call volume, installed PSAP equipment type, and geographic location in the state.
- Selected three pilot sites to get cross section of information: Johnson County, Lyon County and Clark County, then began to deploy the pilot program.
- Prepared implementation study identifying issues to successfully deploy; then deployment of pilot project with subtasks.
 - Deploy Emergency Services Internet Protocol network (ESInet) that meets complete public safety standards.
 - GIS study RFP that was awarded to ProWest for a study of six counties for baseline information that could be converted to a public safety database.
 - Upgrade PSAP equipment to meet NG911 (NENA i3) standards. Installed “hosted” NG911 workstation instead of an upgrade. Issue a RFP and select vendor to provide NG911 applications that run over ESInet. Deployed limited NG911 application which runs on ESInet. “Demonstration-quality” level of NG911 functionality built and tested; test results attached to final report. Found some flaws and reluctant to recommend for the final product, but it can answer some questions and could be an effective communication tool and can use the pilot system to demonstrate ECRF.
- Accomplished:
 - Education – better understanding of NG911 requirements.
 - Structural changes – Legislative action including creation of 911 Coordinating Council; common understandings and goals.
 - Pilot provides a template and lessons learned for future production deployment.

- Initial standards.
- Provides a better basis.
- Findings and recommendations:
 - ESInet should be funded through 2012 to further provide testing and education; the main cost is the charge for ESInet, CAMA trunks and ALI circuits currently averaging \$3,500 a month.
 - Kansas should proceed with NG911 deployment for momentum, knowledge and shared vision is not lost or diminished.
 - Council must seek funding mechanism to accommodate the order-of-magnitude funding requirements for an NG911 system.
 - State-level staffing should include a full-time non-technical PSAP advocate to visit PSAPs, explain the NG911 program, and relate PSAP concerns to the Council. The person could play an executive role in communication with and/or supervising NG911 contractors.
 - Construction of a statewide GIS database should begin as soon as possible. The Council should lead the effort unless/until the responsibility is handed over to a state-level agency, in which case the Council must retain representation in that agency to ensure the GIS database remains compatible with public safety requirements and goals.
 - OITS should be charged with constructing and operating the ESInet on a site-determined basis, using the pilot of ESInet as a template; funding is necessary for additional two FTEs, as well as possible temporary/outsourced assistance.
 - Council should recommend/take action to provide incentives for smaller PSAPs to utilize core NG911 services in lieu of local backroom equipment.

Maintenance savings on legacy backroom equipment can rapidly pay for hosted NG911 solutions. Larger PSAPs may wish to have a local instance of the host, and use the cloud for additional/backup instances. The largest PSAPs should be self-contained as much as possible and use the cloud as a last resort. The purpose is to distribute risk and points of failure while arriving at an efficient cost structure.

- Council should develop and issue RFP for NG911 service provider to provision the core 911 call delivery application that will use the ESInet. The service provider should be managed either by the Council, or indirectly by OITS, or a separate outsourced management company with expertise in NG911. Management staffing for the Council or for OITS must be considered.

Jay Coverdale added that NG911 will transform 118 PSAPs to a collaborative entity and there will be a need to communicate and answer questions.

Chairman Way said that, as the Council moves forward, this will be used in developing the strategic plan.

GIS Task Force Update was presented by Jessica Frye. She said the NG911 standards information from NENA is expected in six to nine weeks for internal review. NENA is putting together a subcommittee on NG911 addressing and she has asked to participate on the subcommittee. The GIS Task Force has a draft of a survey that will go to the 118 PSAPs to determine the baseline of their GIS knowledge, data and maintenance strategy so that we will know where to place our support and focus. She has made recommendations based on the RFP of addressing data layers and would like to get a draft document out so that PSAPs can consider GIS data maintenance. She has been unable to find a sample within Kansas and will contact other states for strategy samples. The Task Force will meet with the Technical Committee the week of August 18. In answer to questions, Jessica Frye stated that the street centerline is the basis for matching address points data layer and indicates an address is at a certain point and

location where the call comes from. In Kansas now, there is no consistency with how PSAPs handle the address point structure. NG allows there to be two points, one for the actual structure and one for the driveway. Most jurisdictions now do not have addresses or addressable structures on the data and mostly are tied to landlines so if people only have cell phones, there are no associated addresses for those persons. Jessica Frye said that based on the disparity of information data by each jurisdiction, it is unknown how quickly GIS information can be cleaned up. She stated that the cost estimates identified in the pilot project is high for cleanup of data to get it ready for NG911, and to provide data that is uniform, each jurisdiction will have to go back and update information. She said it will cost less to maintain the data than to go back and update everything in mass. She believes the timeframe to build the NG911 compliant database cannot be established until the NENA NG standards are finalized. Jessica Frye said street centerline files will take the most time to gather. Jessica Frye said one of the elements of the data is the URL of the PSAP so the call can be directed to the right PSAP. She said there are states that partner with private companies who sell accurate addressing information. Ivan Weichert added there are companies that collect address data then sell it to other companies who produce GPS devices. He said those companies are more serious about accurate data than our local governments. Ivan Weichert mentioned that some jurisdictions in New York and Arkansas used youth who are interested in technology to collect GIS address information to build GIS databases when the states didn't have the money to purchase such services from vendors.

After a 10-minute break, the meeting resumed and Melissa Wangemann asked members to complete and hand in their expense reimbursement paperwork. It was noted that mileage reimbursement has increased to \$.55 per mile as of July 1.

Chairman Way gave an Administration Committee report. He presented a draft of the 911 State Grant Fund Award Philosophy and Criteria to be reviewed by the Council. He stated that it is important as the Council moves forward into the development of its NG911 strategic plan because it will guide strategic priorities how they are funded. The

grant funding document restated the statutory authorizations and spelled out the Council's responsibility for NG services; costs associated with PSAP consolidation or cost-sharing; expenses relating to the Council, and costs associated with audits, plus it stated the Council shall develop criteria for purchases and grant applicants. Legislative leaders involved in the 911 Act of 2011 felt grant funds should be prioritized for network infrastructure and GIS databases at a state or regional basis. Senator Marci Francisco suggested rewording the last sentence of the second paragraph under Statutory Authorization to read: "Such leaders also encouraged PSAPs and local governments to **continue or** consider partnerships that would allow for virtual or physical consolidation of PSAPs and some or all of their services."

The next section of the document covers Grant Fund Use Philosophy. Michele Abbott suggested the first paragraph, third line be reworded: "must be in place before NG911 service can be provided ~~to~~ in a jurisdiction."

Under the 911 State Grant Fund Award Policies, the following changes were suggested:

- First line of the first paragraph will read: "911 State grant funds may be awarded to PSAPs and to **consortium of PSAPs** ~~other "entities"~~ for the purposes..."
- Second paragraph begins: "Grant funds should be expended for equipment **maintenance** and services...."
- Sixth paragraph reads: "PSAPs not compliant with the statutory requirements for PSAPs as set out in the **Kansas** 911 Act will not be eligible for the award of grant funds."
- Last paragraph first line reads: "Aerial photography **with standards set by the Council** may be considered..."

Under Grant Award Criteria and Eligibility, the first line will read: "PSAPs are eligible to apply for 911 state grant funds when PSAPs **or consortium of PSAPs** meet the following...."

Following comments by several members, Chairman Way suggested that priorities include developing a timeline to fund shared infrastructures, which would encourage PSAPs to regionalize and create partnerships under point 2 of the Grant Award Criteria section.

Jessica Frye suggests PSAPs have a written and signed strategy document that outlines maintaining software, equipment and data. It was suggested the information be part of the Award Criteria and Eligibility, application document and quarterly reporting.

Suggestions included early deployment in one region, walk through strategies, analyze the solution and then get an idea of the cost of regionalization. The counties could form groups and indicate their willingness to be considered for a test region. Chairman Way discussed the four Grant Award Priorities and posed the option to designate a percentage of the grant fund for seeding global projects. It was the consensus to use the grant funds primarily for the four priorities listed and to allocate up to \$2 million in 2013 for local grants. It is intended that the ongoing local 911 fees received by PSAPs will pay for general 911 operating costs, leaving the grant funds for regionalized or statewide projects that develop NENA compliant GIS databases and ESInet service.

Jessica Frye discussed the need for a consulting company to manage a contract for GIS due to the time demands; Ivan Weichert said managing such a contract was part of his responsibilities. Correcting and bringing GIS data up to date could be a service awarded through a RFP; and Ivan Weichert said he can manage such a contract. There was discussion about PSAPs opting in/opting out of participation in the GIS updating process. Chairman Way said the Kansas County Commissioners Association's members were receptive to participating with the Council in updating a shared GIS database and that Homeland Security Regions may be a good grouping of counties to organize such a process. Frye said the GIS Task Force and Technical Committee is meeting in two weeks and will talk about GIS baseline and whether it be statewide or opt out/op in by region. She suggests the first year be used to work on the five data layers which will make it easier to eventually get to the street centerline file. Chairman Way said there

needs to be further discussion on the grant fund philosophy document and he will clean it up and resend it to the Council members.

On behalf of the Administration Committee, Chairman Way reported that the Council members' term-of-office modifications approved at the last meeting were forwarded to the Governor's Appointments Office and he believes the Governor's office has sent out letters to Council members to inform them of their modified terms of office. He also said the Index of Approved Council Policies was compiled by Melissa Wangemann and was provided to the Council members to readily assist them in identifying policies approved during the previous year. The Federal Grant fund Administrative Regulation report was given by Melissa Wangemann, who said the Attorney General's office asked her to amend the regulation to incorporate an adoption by reference and a new definition, and resubmit it. Chairman Way said the FCC has asked each state to document how it spends 911 funds to assure that such funds are being used properly and in accordance with legislative authority. Chairman Way has filed a response to the FCC on behalf of the state and advised that Kansas PSAPs have done a good job managing such funds. He said the Strategic Plan Development draft is scheduled in the 2012 Work Plan for completion in October and the intention is to have the strategic plan completed by the December Council meeting. Chairman Way proposed a meeting on September 6th to continue work on the grant fund philosophy and criteria document and to review the recently-submitted Kimball report on the NG911 pilot project. Members concurred and the meeting will be scheduled for that date.

Chairman Way adjourned the meeting at 2:43 p.m.