



Curtis Brown  
Chairman  
VDEM

Hon Kevin W. Hall  
Sheriff  
Vice Chairman  
City of Covington

David A. Von Moll  
Treasurer  
Comptroller

Dorothy Spears-Dean  
Deputy State Coordinator  
VDEM  
(804) 840-7260

Terry D. Mayo  
Board Administrative Assistant  
VDEM  
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# COMMONWEALTH of VIRGINIA

## Virginia 9-1-1 Services Board

### Meeting Agenda September 17, 2020 10:00 am Virtual Meeting

Mary M. Blowe  
Chief Financial Officer  
City of Winchester

Thomas Bradshaw  
Captain  
Virginia State Police

Gary Critzer  
Emergency Mgmt/ EMS Dir  
City of Waynesboro

Terry Ellis  
Comcast

R. Scott Garber  
Fire Chief  
City of Staunton

Danny Garrison  
Richmond Ambulance  
Authority

Pete Hatcher  
AT&T

Jeffrey T. Merriman  
Verizon Communications

Nelson P. Moe  
CIO  
VITA

Kelvin Wright  
Chief of Police  
City of Chesapeake

Jolena Young  
Twin County

Tom Crabbs  
Statewide Interoperability  
Coordinator  
Advisor

1. Call Meeting of the Board to Order.....Chairman
2. Approval of the Minutes from March 12th Meeting.....Chairman
3. Transition Update .....Deputy State Coordinator
4. NG9-1-1 Deployment Update.....Regional Outreach Division Director
5. NG9-1-1 Financial Report.....Regional Outreach Division Director
6. FY 2020 Annual Report.....Deputy State Coordinator
7. NG9-1-1 Funding and Amendment Requests..... Committee Chair
8. Old Business:
9. New Business:
  - Sustainable Funding Committee Report.....Committee Chair
  - Regional Advisory Council (RAC) Report..... Deputy State Coordinator
10. Public Comment.....Chairman
11. Adjourn Meeting of the Board.....Chairman

**Next Meeting – November 12, 2020**



# COMMONWEALTH of VIRGINIA

## Virginia 9-1-1 Services Board

Curtis Brown  
Chairman 911  
Service Board  
VDEM

David A. Von Moll  
Treasurer  
Comptroller

Mary M. Blowe  
Chief Financial Officer  
City of Winchester

Thomas A. Bradshaw  
Captain  
Virginia State Police

Terry Ellis  
Comcast

R. Scott Garber  
Fire Chief  
City of Staunton

Danny Garrison  
Richmond Ambulance  
Authority

Honorable Kevin W. Hall  
Sheriff  
City of Covington

Robert Layman  
AT & T

Jeffrey T. Merriman  
Verizon Communications

Nelson P. Moe  
CIO - VITA

Seth Weise  
Sprint

Kelvin Wright  
Chief of Police  
City of Chesapeake

Jolena Young  
Twin County

Thomas Crabbs  
Office of the Governor  
Advisor

Dorothy Spears-Dean  
Deputy State Coordinator  
(804) 840-7260

Terry D. Mayo  
Board Executive  
Administrative Assistant  
(804) 718-9026

**Virginia 911 Services Board**  
**Thursday, September 17, 2020**  
**10:00 a.m. Virtual Meeting**

### Welcome and Opening Comments

Pursuant to § 56-484.13, the 9-1-1 Services Board convened in a virtual meeting on September 17, 2020 at 10:00 a.m. The meeting was open to the public via livestream on the [Virginia Department of Emergency Management \(VDEM\) 911 & Geospatial Services Bureau Web-page and via Commonwealth Calendar Posted Information.](#)

The following Board members were present for the meeting:

1. Mary Blowe
2. Thomas Bradshaw
3. Curtis Brown – Chairman
4. Gary Critzer
5. Terry Ellis
6. Scott Garber
7. Danny Garrison
8. Kevin Hall – Vice Chairman
9. Pete Hatcher
10. Jeffrey Merriman
11. Nelson Moe
12. David Von Moll - Comptroller
13. Kelvin Wright
14. Jolena Young

Curtis Brown, chair of this Board, convened the meeting at 10:13 AM and welcomed Board members and staff to the meeting. Curtis Brown introduced himself to the Board. He gave a brief introduction about himself. He said that he appreciated everyone for accommodating staff in this virtual meeting and for keeping everyone safe. Chairman Brown then recognized a few new reappointments to this Board, which are Chief Kelvin Wright and Sheriff Kevin Hall. The Chairman also recognized new Board members, Thomas Bradshaw of the Virginia State Police.

### **Approval of Minutes**

Chairman Brown called for a motion to approve the Minutes of March 12, 2020. Sheriff Hall made a motion to approve the Minutes of March 12, 2020, and Chief Wright seconded the motion to approve the Minutes of March 12, 2020. All approved; **14-0-0**.

### **Transition Update**

Dr. Spears-Dean addressed the Board and briefed the Board on the Legislation moving the Division from VITA to VDEM which began in January 2020. She informed the Board that the Division is now the 911 & Geospatial Services Bureau. Coordinator Spears-Dean said that it has been an exciting and rewarding time. She said that staff's measure of success was to provide services to the Stakeholders while in VITA until June 30, 2020, and starting on July 1, 2020 within VDEM. Coordinator Spears-Dean said it was a challenging time, but everyone did what they had to do. She briefed the Board on the transition process. She said that a lot has happened since the March Board Meeting. Task forces were put together to focus on the transition. Coordinator Spears-Dean went over the "Taskforces" that were formed to accomplish the transition. She informed the Board that she was part of the Leadership Team along with Andres Alvarez and Dillon Taylor of VDEM. Coordinator Spears-Dean said that other Taskforces were: Human Resources; IT and GIS; Finance and Grants; Regional Support, Response Programs & Disaster Logistics; and, VEST, External Affairs, Planning & Training.

Coordinator Spears-Dean went over the programmatic initiatives/core responsibilities with the Board. She said that the first PSAP Grant Committee Meeting since the transition was yesterday on Wednesday, September 16, 2020. She talked about VGIN and Regional Outreach, the work these teams been doing prior to the transition and after the transition. She talked about the unpacking and settling into VDEM. Coordinator Spears-Dean said she is looking forward to providing the Board at the next Board meeting in November with a report on "Transition Costs". She informed that the Board that staff took a conservative fiscal approach which resulted in some savings to the Bureau during the transition. She said she wants to report to the Board "new opportunities" at the November meeting. Coordinator Spears-Dean asked the members if they had questions, and there were none. Chairman Brown said that VDEM is looking forward to working with this Board in the future.

## **NG9-1-1 Deployment Update**

Ms. Stefanie McAlister addressed the Board and talked about Next Gen 9-1-1 Deployments. She said she has some action items to go over with the Board. She talked about Text to 9-1-1 and the Commonwealth. Ms. McAlister said that there is legislation in place dated July 1, 2020 that each PSAP in the Commonwealth will have services that will allow that PSAP to be able to Text to 9-1-1. She said that the Commonwealth was successful in achieving that goal. There were many vendors and PSAPs involved to get the equipment deployed. She said that all PSAPs with exception of ten (10) are in place to receive text to 9-1-1. She said that they should be completed by the end of the year, and all will be able to received Text to 9-1-1. Ms. McAlister then briefed the Board about NG9-1-1 Deployment. She said that Fairfax County and Loudoun County have been deployed on the AT&T ESInet. They are currently receiving their calls through the ESInet. She also said that by the end of this day, a third locality would be receiving their calls through the ESInet. She gave a timeline for deployment through calendar year 2021. The goal is to have full deployment through calendar year 2022. Ms. McAlister said that as a result of COVID, things have slowed. The focus is to have connectivity; call handling equipment; and GIS data. She reminded the Board that it hopes to have full i3 statewide deployment in the country. She said that this is an enormous project scope, and very complex. She said that staff is working with stakeholder groups – 124 PSAPs, local staff, NGS staff, AT&T and Intrado, CHE vendors, contractors, Verizon, Centurylink, and 3<sup>rd</sup> party carriers. She talked about the Next Gen Dashboard that contain a lot of information about the project. She said that the Dashboard has a status map of where every PSAP is within the project. Ms. McAlister talked about GIS and how its role is in the project. She said that GIS performs a critical role in this deployment, and a great deal of progress has been made in GIS and Next Gen which includes PSAP Boundaries and Data Provisioning. She said that almost 70% of localities have completed their boundaries. Ms. McAlister asked for questions from the Board, and there were none.

Ms. McAlister then briefed the Board on the Deployment Budget. She said this project is a very large and complex undertaking, and that it has never been done before. The funding amount when started was an estimate based on what was known when the Commonwealth started. The original funding estimated was \$55,348,197.32 in 2018. The current funding awards total \$55,641,585. The Commonwealth has twelve (12) awards still outstanding which is \$2,715,058.08 (PSAPs have not submitted their funding requests). She said that the Final Funding Awards will be \$58,356,643.10. She said that this amount will probably increase. Jolena Young asked about the “Loan Authority” that the Board had in place with VITA. Ms. McAlister deferred the answer to Coordinator Spears-Dean. Coordinator Spears-Dean informed the Board that there is no “Loan Authority” agreement in place with VDEM. She said that the \$15,000,000 borrowing was approved through VITA and it has not been pursued by VDEM. Right now the Board is not planning to utilize those funds. She said that because of adjustments Ms. McAlister is about to brief the Board on, it probably will not need those funds; however, she said that staff will continue to monitor the need going forward. Ms. McAlister said that staff is going to continue to monitor the budget, and keep the Board informed. Ms. McAlister then talked about Connectivity Cost Categories which involved putting in the fiber network. She said that AT&T is the vendor. She said that originally the funding

through AT&T was \$25,347,581.05 which was in 2018. Currently there are 46% of the PSAPs who know what the cost of connectivity will be, and that originally it was expected to be \$14,773,903.18 and now it is \$9,798,387.92. She said that a savings of \$4,975,515.56 is expected. Ms. McAlister said the “Legacy” cost savings have also occurred for PSAPs who have deployed on Next Gen 9-1-1, and that they are a six month charge. The original estimate was \$1,501,758.30, and that the original estimate for Verizon legacy costs was \$1,404,590.10, and so a net savings of \$474,737.40 will occur. She said that as the Commonwealth works through this project it would have incurred unexpected costs and outstanding costs which were not included in the budget. Ms. McAlister then talked about: On-site connectivity; and the path from property line into the PSAPs equipment room. She said that there is uncertainty as costs will vary from site to site. Verizon transition services costs is \$2,879,054.54 which is an additional cost. Ms. McAlister said that the Board will be paying this on behalf of the PSAPs, and that Verizon and CenturyLink will have to work together. The total delta payments currently budgeted is at \$13,265,686.08. The Board agreed that they would pay 24 months of the delta costs on behalf of the PSAPs. She said that the Board will not actually know what the amount will be until it has move through the project and everyone is deployed. Ms. McAlister said that the budget summary is a current estimate, and the expenses are in-line with the original budget amount. However, there are still items that cannot be known until further in the project, and that are incremental until the project finalization. Ms. McAllister said that staff will continue to make budget reports to the PSAP Grant Committee and the 9-1-1 Services Board regularly.

Ms. McAlister then briefed the Board about Budget Amendments. She said that the funding is based on the migration proposals done in 2018. As the PSAPs move through the project the Board will have some budget amendments. She said that staff is working with the PSAP Grant Committee, but since March has been making those decision administratively. Ms. McAlister said that as staff continue to look at these items, she is concerned that these decisions are dependent on the Board Meetings. She is proposing that the Board allow staff to continue to make decisions on behalf of the Board concerning amendments administratively.

Chairman Brown asked for questions from the Board. Nelson Moe said that in order to maintain cost control supervision, he recommends that a ceiling be put on the amount amendment decision that staff can make on behalf of the Board. Coordinator Spears-Dean asked if staff could work on that internally by working with VDEM on receipts and amendments as they occur, and not cause a delay in the project and reimbursements. Chairman Brown asked the Board if this would satisfy the Board. Nelson Moe asked if this would provide an “oversight”. Coordinator Spears-Dean said yes, and that the Board Chair would provide that oversight, and staff would provide a monthly update to the Board. A one-page budget document would be distributed to the Board monthly, as well as posted on the website as a public document. Comptroller David Von Moll said he agrees with Mr. Nelson Moe, that there should be some cap on the flexibility. He said that he thought that the Board should be involved if there is some significant adjustment. Mr. Nelson Moe suggested that if the amendment amount goes over a 10% cap, it should come back to the Board for approval. Coordinator Spears-Dean asked if this is over the funding award. Mr. Moe said that would be one way of doing it. He said categories could be set up. Coordinator Spears-Dean said that a percentage would be a better way to

do this it enables staff to keep the project going forward. Comptroller Von Moll commented that this sounds appropriate to him and it works well for projects. He said some cap on this would be appropriate. Mr. Moe suggested that staff go with the 10% cap and that the Board will have to intervene in anything above the 10% cap. Chairman Brown asked staff to formalize this process, and send it out. He said this will leverage the percentage and for transparency purposes. Coordinator Spears-Dean commented that this will work, and also allow staff some flexibility, as well as leave staff an option for coming back to the Board. Chairman Brown asked for a motion from the Board. Sheriff Hall made a motion to accept the Board's recommendation that staff look at a 10% cap on amendment and reimbursement decisions which includes a transparency of coming to the Board with anything over the 10% cap. Jolena Young seconded the motion for approval. The Board approved; **12-0-0** (Terry Ellis, and Pete Hatcher did not respond).

Ms. McAlister then addressed the Board on the monthly delta costs. She said that most of the PSAPs will see a monthly cost increase. The difference from what they pay now and what they pay AT&T once they are deployed will increase. She informed the Board that it has already agreed it would pay 24 months of the monthly delta. In 2018 this was included in the monthly migration. She said that staff has received the 911 Service Provider costs paid directly by the PSAPs, and that the delta formula is  $\text{delta} = \text{NG9-1-1 Costs} - (\text{year 2018; and current 911 costs paid by the PSAPs})$ . She said that staff is recommending a delta determination and funding disbursement policy. She said that staff would like receive three months of bills directly prior to the PSAPs deployment. Then after post deployment verify the monthly cost of NG9-1-1 from AT&T which is  $\text{NG9-1-1 cost} - \text{average 911 cost} = \text{delta amount}$ . She said that staff would then verify with PSAP and gain consensus. Staff would then make 12 months of payment to the locality to cover increased costs. One year later staff will repeat the payment process to complete the 24 month cycle. Each month staff will have some payments and rolling disbursement process based on individual PSAP deployment dates. Ms. McAlister then called for questions from the Board. Comptroller Von Moll asked the reason and merits of paying in advance. Is there some changes in cost after the first month to make sense to do some type of "true up" in the process? Ms. McAlister said that staff wanted to make sure the localities got the money so it would have the money to process the payment. Ms. McAlister said that the cost should not change, and the cost will start coming from AT&T and there should not be any difference. She said that the second month would verify that the amount is still at the same place. Comptroller Von Moll commented that the idea of paying it in advance is concerning, but he sees the reasoning. Chairman Brown asked for addition comments and questions from the Board. There were none. Chairman Brown then asked if the PSAP Committee reviewed and supported staff's recommendation. Ms. McAlister answered yes. Chairman Brown then called for motion to approve staff's recommendation in support of the funding and reimbursement process. Chief Wright made a motion to accept the recommendation, and Tom Bradshaw seconded the motion to approve staff's recommendation. All approved; **13-0-0** (Pete Hatcher did not respond).

### **NG9-1-1 Financial Report**

Dr. Spears-Dean addressed the Board and asked that this item be deferred to the November 14<sup>th</sup> Board Meeting. It was approved to be deferred. No Board action needed.

### **FY2020 Annual Report**

Dr. Spears-Dean reminded the Board that it needs to approve the “draft” Annual Report which was submitted to the Board prior to this Board Meeting. Chairman Brown asked for discussion from the Board, and there were none. Chairman Brown called for a vote to accept the Annual Report. Mr. Gary Critzer made a motion to accept the Annual Report as written. Comptroller David Von Moll seconded the motion to approve. All approved; **12-0-0** (Pete Hatcher and Scott Garber did not respond).

### **NG9-1-1 Funding and Amendment Requests**

Mary Blow asked Dorothy Spears-Dean to give the update on the NG9-1-1 Funding and Amendments. Coordinator Spears-Dean informed the Board that the PSAP Grant Committee met yesterday on Wednesday, September 16, 2020. The new Grant Committee members were recognized: Chief Kelvin Wright replacing Terry Ellis; Albert Stokes replacing Cheryl Adams; and Rae Fleming replacing Steve McMurrer. Coordinator Spears-Dean said that the Committee is recommending the NG9-1-1 Funding Requests for Botetourt \$176,256.50, and Bedford for \$691,695.95. Chairman Brown called for a motion to approve the funding requests. Sheriff Hall made a motion to approve the funding requests, and Nelson Moe seconded the motion to approve the funding request. Chairman Brown called for discussion from the Board, and there were none. All approved; **12-0-0** (Pete Hatcher and Scott Garber did not respond).

Coordinator Spears-Dean addressed the Board and informed them that the PSAP Grant Committee is recommending approval to fund Diversity, Text 9-1-1, and CHE i3 services grant amendment award requests as presented. Chairman Brown called for a motion to approve the recommendation from the PSAP Grant Committee. Jolena Young made a motion to approve the recommendation, and Chief Wright seconded the motion for approval. The motion was approved; **11-1-0** (Danny Garrison obtained, Pete Hatcher and Scott Garber did not respond).

## **NEW BUSINESS:**

### **Sustainable Funding Committee Report**

Jolena Young thanked the staff for moving forward with this committee during the Pandemic. She said the Committee consists of: Christian Collier – Matthews County Sheriff's Office; Terry Hall – Virginia Municipal League (VML); Sheriff Brian Hieatt – Virginia Sheriff's Association; Joe Lerch – Virginia Association of Counties (VACO); J.R. Powell – Martinsville-Henry County 9-1-1 Center; and Eddie Reyes – Prince William County 9-1-1 Center. Ms. Young said that the Committee got a 38% response rate for the survey, and came up with four recommendations that staff will work on finalizing. The recommendations are: 1) Want to endorse VML and VACO to pursue recommendations in the General Assembly Session for legislation to modernize in the removal of the existing exemptions for pre-paid wireless transactions and streaming video. The committee suggests VML and VACO focus on wide legislative agenda as possible to maximize the potential availability of additional local government revenue to help offset the funding gap related to local PSAP expenses to remove some of the existing exemption for prepaid services. Chairman Brown asked if the Board could vote on the recommendation in a group. Comptroller Von Moll asked if the Board could hear all four recommendations before voting. The Board agreed to hear all four recommendations. Ms. Young continued with the 2<sup>nd</sup> recommendation which is to evaluate the increase in the surcharge amount. She said that technology is changing daily. The Committee thinks it is good business to increase the charge for wireline and wireless services, and that this legislation be partnered with VDEM in the next Legislation Session for 2022. Ms. Young said that recommendation 3 is to engage a third party for costs for 911 services in Virginia, and make recommendations on how the Board can be more efficient. Ms. Young said that the 4<sup>th</sup> recommendation is to establish an equity based approach to the 911 Funding Distribution. She would like for the Committee to work with Coordinator Spears-Dean and the Board to come up with some philosophy of funding in advance of FY2023 and that the distribution for the funding model be updated. Coordinator Spears-Dean then asked Ms. Young if these recommendation could be referred to the Board today for informational purposes, and then discussed at the next Board meeting in November. Terry Ellis commented that she thought that this deferment of discussion to the November Board Meeting is a good one, as some Board members need time to analyze the recommendations. Jeffrey Merriman commented that he agrees with Ms. Ellis' recommendation. Ms. Young said that she is in agreement to defer the discussion on the recommendations until the next Board meeting in November. Coordinator Spears-Dean then informed the Board that no Board action would be taken, and that this will be on the agenda for the next Board meeting in November.



### **Regional Advisory Council (RAC) Report**

Coordinator Spears-Dean asked if the RAC could forward its report by email to the Board, as the meeting has run over time. The Chair and Board agreed. The RAC Report will be forward to the Board via email.

### **Public Comment**

Chairman Brown asked for comments from the Public. There were none.

### **Adjournment**

Vice Chairman Sheriff Hall welcomed Chairman Brown to the Board and sent a thank you Dr. Stern for his service and support in the past to the Board. Chairman Brown then thanked everyone for their day to day service and serving on the Board. He also said that he will pass on the thank you to Dr. Stern. Chairman Brown then informed the Board that the next 911 Service Board meeting will be held on November 12, 2020. He then said that there being no further business, he called for a motion to end the meeting of the 911 Service Board at 12:14 PM. Chief Wright made motion to adjourn the meeting of the 911 Service Board, and Comptroller David Von Moll seconded the motion for adjournment. The motion was approved by all.

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Respectively Submitted by  
Ms. Terry Davis Mayo  
Board Executive Administrative Assistant

## **NG9-1-1 Sustainable Funding Committee**

### **Report to the 9-1-1 Services Board**

The Virginia 9-1-1 community has repeatedly expressed concern over the amount of recurring costs associated with the statewide deployment of Next Generation 9-1-1 (NG9-1-1). For many Public Safety Answering Points (PSAPs), the amount of recurring costs included in their NG9-1-1 Migration Proposals represented a two or three fold increase to the amount of recurring costs currently paid to their 9-1-1 service provider. In the Board's NG9-1-1 Deployment Plan, PSAPs become responsible for these increased costs twenty-four months after NG9-1-1 deployment.

To address the community's concern, the 9-1-1 Services Board (the "Board") directed the Public Safety Communications (PSC) Coordinator to form a committee from the extended 9-1-1 stakeholder community for the purpose of developing recommendations on how to mitigate the financial burden of recurring NG9-1-1 costs on localities. The PSC Coordinator formed a committee with the following representation:

- Christian Collier – Mathews County Sheriff's Office
- Terry Hall – Virginia Municipal League (VML)
- Sheriff Brian Hieatt – Virginia Sheriffs Association
- Joe Lerch – Virginia Association of Counties (VACo)
- J.R. Powell – Martinsville - Henry County 9-1-1 Center
- Eddie Reyes – Prince William County 9-1-1 Center

Jolena Young, with the Twin County Regional 9-1-1 Center, and also a member of the Board, chaired the committee.

The committee used the following framing questions as an evaluative lens:

- Is the projected growth rate of wireless 9-1-1 revenue sufficient to keep pace with estimated NG9-1-1 recurring costs? If not, what are possible methods for increasing revenue?
- Do Virginia PSAPs believe the current distribution percentages and methodology for the Wireless E-911 Fund are optimal to support PSAP operations and discretionary funding?
- How can PSAPs be incentivized to pursue shared and hosted services projects?
- Is there a desire to consolidate (physical or technological) among Virginia PSAPs, but personnel are unsure of how or have insufficient resources to proceed?

VML conducted a local government survey and PSC staff performed a number of analyses to generate data to help committee members answer the above questions and provide them with a basis from which to draw their recommendations.

## **NG9-1-1 Sustainable Funding Committee**

### **Report to the 9-1-1 Services Board**

The committee has these four recommendations for the Board to consider:

1. Encourage the Board in its Annual Report to the General Assembly that the Communications Sales and Use Tax be modernized. A potential area for modernization is the removal of the existing exemptions for pre-paid wireless transactions and streaming video. Such modernization has the potential to offset this funding gap.
2. Evaluate the need of increasing the surcharge rates for postpaid wireless devices and prepaid wireless transactions to generate additional revenue to address the expanding gap that exists between 9-1-1 funding and PSAP operational and capital expenses. The additional revenue generated from an increase in the surcharge rates could be specifically earmarked to offset NG9-1-1 recurring costs. The case for change should be built on demonstrated financial need and the carrier community must be a partner in this effort.
3. Undertake a study using a third party to determine the statewide cost of 9-1-1 and identify potential efficiency improvements. In Virginia, 9-1-1 is a local service, but local 9-1-1 expenses are increasing much more rapidly than the Wireless E9-1-1 Fund, and distributions made from this fund to localities.
4. Establish an equity-based approach to statewide 9-1-1 funding that utilizes established metrics and criteria for determining local needs. Since funding decisions and standards are already established for the commonwealth by the Board, it would be appropriate for the Board to develop a “philosophy of funding” that could be used by the Board in evaluating funding strategies and making financial decisions. This would enable all subsequent funding models to reflect both fixed and variable PSAP costs.

The *Code of Virginia* (§56-484.14) requires the 9-1-1 Services Board (the “Board”) to report annually to the Governor, the Senate Committee on Finance, the House Committee on Appropriations, and the Virginia State Crime Commission on the following:

- (i) the state of enhanced 9-1-1 services in the Commonwealth,
- (ii) the impact of, or need for, legislation affecting enhanced 9-1-1 services in the Commonwealth,
- (iii) the need for changes in the E-911 funding mechanism provided to the Board, as appropriate, and
- (iv) monitor developments in enhanced 9-1-1 service and multi-line telephone systems and the impact of such technologies upon the implementation of Article 8 (§ 56-484.19 et seq.) pursuant to subdivision 6.

➤ *The state of enhanced 9-1-1 services in the Commonwealth*

The 9-1-1 Services Board is leading Virginia’s efforts to transform an outdated 9-1-1 system into a digital network that is faster, more efficient, and has greater Public Safety Answering Point (PSAP) capabilities to better serve its citizens and visitors for years to come. Overall the 9-1-1 system relies on decades old technology tied to voice-centric communications. It relies on an analog network that is being replaced by newer technologies. The commonwealth must move forward in its evolution of enhanced 9-1-1 technology in order to ensure high-quality, state-of-the-art services to its citizens and visitors.

To accomplish these goals, the Board has planned for and initiated the processes (Figure 1) for moving Virginia PSAPs to a Next Generation 9-1-1 (NG9-1-1) system. NG9-1-1 is based on a modern internet protocol (IP) network, that has the ability to deliver calls to the appropriate 9-1-1 center faster, transfer 9-1-1 calls and associated data anywhere as needed, interconnect with other public safety systems and databases, and to securely receive multimedia communications like text, photos and videos in an efficient and timely manner. As service providers begin abandoning the legacy circuit-switched technology, there is an urgency to update the 9-1-1 infrastructure to NG9-1-1. Actions to transform the outdated system to a new digitally-based network that is faster, more efficient, and has greater capabilities to serve Virginia’s citizens, has begun. The *Code of Virginia* [§56-484.16](#) requires full implementation of NG9-1-1 by July 1, 2023.

Another legislative requirement is related to the deployment of Text-to 9-1-1. *Virginia Code* [§56-484.16](#), section B states in part that, “on or before July 1, 2020, each PSAP in the Commonwealth shall deploy equipment, products, and services necessary ... to enable the PSAP to receive and process calls for emergency assistance sent via Short Message Service (SMS) text messages...”. This service is available to provide more access to 9-1-1 for people with disabilities, and to those in situations where it is dangerous to make a voice call to request help.

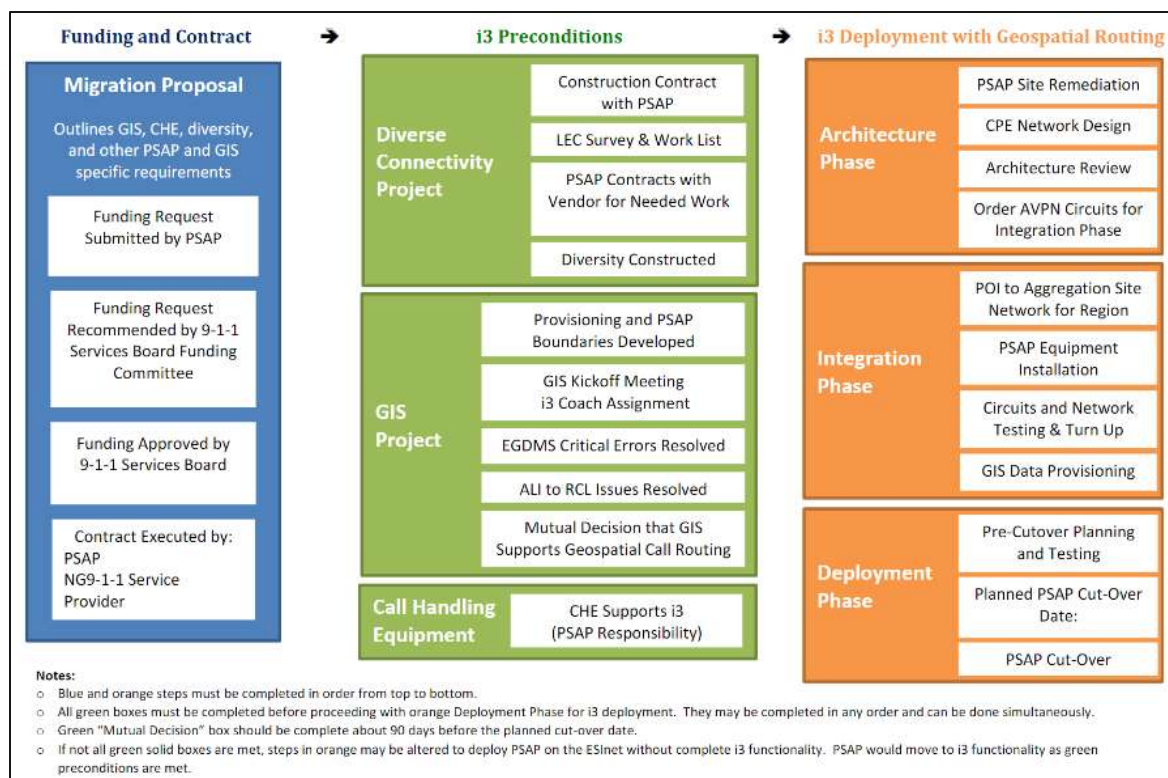


Figure 1: Overall NG9-1-1 Deployment Steps

Throughout FY 2020, the Board has had a number of accomplishments to support legislative requirements. Below is a partial list of these accomplishments:

- Awarded \$55.6 million to 111 PSAPs for NG9-1-1 deployment projects
- Assisted Fairfax County in its deployment of NG9-1-1 on June 3, 2020 – the inaugural NG9-1-1 deployment in Virginia
- Supported 110 PSAPs in their efforts to deploy Text-to-9-1-1 before the legislative mandate of July 1, 2020

The number of wireless 9-1-1 calls also continues to grow. Currently, almost 80 percent of all the 9-1-1 calls received by Virginia PSAPs are from a wireless device. In response to the fact that many more wireless 9-1-1 calls are made indoors, the Federal Communications Commission (FCC) in 2015, adopted a [Wireless Indoor Location Accuracy Report and Order](#). However, improving wireless accuracy continues to be an ongoing issue monitored by the Board.

However, Virginia continues to be a nationally recognized leader in 9-1-1 and the Board is well positioned to address any emerging challenges to the 9-1-1 ecosystem in the commonwealth.

➤ *The impact of, or need for, legislation affecting enhanced wireless emergency telecommunications services in the Commonwealth*

Currently, the Board has not proposed any legislation for the 2021 General Assembly session.

Earlier this year, Governor Northam approved the legislation, [House Bill 1003](#) (2020), effective July 1, 2020, transferring the Integrated Services Program (ISP) from under the Virginia Information Technologies Agency (VITA) to the Virginia Department of Emergency Management (VDEM). Within the VDEM organization, the ISP has been rebranded as the 9-1-1 and Geospatial Services (NGS) Bureau.

The NGS Bureau provides a variety of data and information services to local, state, and federal stakeholders. The bureau is organized into three service units:

- Public Safety Communications (PSC) Division
- Virginia Geographic Information Network (VGIN) Division
- Regional Outreach Program Division

Collectively, the NGS divisions are prepared to assist any local 9-1-1 or GIS program as well as state agencies' GIS programs to provide their essential services to the citizens of the Commonwealth of Virginia. The PSC Division supports local 9-1-1 programs through funding and technical assistance and provides staff support to the Board. The VGIN Division supports local and state agency GIS programs through technical and data assistance and provides staff support to the VGIN Advisory Board. Both divisions utilize a common outreach effort through the bureau's Regional Outreach Division.

➤ *The need for changes in the E-911 funding mechanism provided to the Board, as appropriate*

The 9-1-1 community has expressed concern over the amount of recurring costs associated with NG9-1-1. To address this concern, the Board directed the PSC Coordinator to form a committee from the extended 9-1-1 stakeholder community to develop recommendations on how to mitigate the financial burden of recurring NG9-1-1 costs on localities.

The committee in its report offered these four recommendations for the Board to consider:

1. Encourage the Virginia Municipal League (VML) and the Virginia Association of Counties to pursue legislation in the upcoming General Assembly session to modernize the Communications Sales and Use Tax. A potential area for modernization is the removal of the existing exemptions for pre-paid wireless transactions and streaming video. The committee suggests the VML and the VACo focus on as wide a legislative agenda as possible to maximize the potential availability of additional local government revenue to help offset the funding gap related to local PSAP expenses.

2. Evaluate the need of increasing the surcharge rates for postpaid wireless devices and prepaid wireless transactions to generate additional revenue to address the expanding gap that exists between 9-1-1 funding and PSAP operational and capital expenses. The additional revenue generated from an increase in the surcharge rates could be specifically earmarked to offset NG9-1-1 recurring costs. The case for change should be built on demonstrated financial need and the carrier community must be a partner in this effort.
3. Undertake a study using a third party to determine the statewide cost of 9-1-1. In Virginia, 9-1-1 is a local service, but local 9-1-1 expenses are increasing much more rapidly than the Wireless E9-1-1 Fund, and distributions made from this fund to localities.
4. Establish an equity-based approach to statewide 9-1-1 funding that utilizes established metrics and criteria for determining local needs. Since funding decisions and standards are already established for the commonwealth by the Board, it would be appropriate for the Board to develop a “philosophy of funding” that could be used by the Board in evaluating funding strategies and making financial decisions. This would enable all subsequent funding models to reflect both fixed and variable PSAP costs.

➤ *Monitor developments in enhanced 9-1-1 service and multi-line telephone systems*

This is a duty of the Board that was enacted on July 1, 2007. Most of the provisions of Article 8 (§ 56-484.19 et seq.) of Chapter 15 of Title 56 took effect on July 1, 2009. The Board continues to monitor developments.



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# 9-1-1 Services Board Meeting

Date: September 17, 2020



# Agenda

- Welcome and remarks from Chairman
- Approval of minutes
- Transition update
- NG9-1-1 deployment update
- NG9-1-1 financial update
- FY 2020 annual report
- NG9-1-1 funding and amendment requests
- New business
- Public comment
- Adjourn meeting





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# Transition Update

# Transition Update

- Lift and Shift
- Measure of success
- Transition taskforces:

Leadership

Human Resources

IT and GIS

Finance and Grants

Regional Support, Response Programs & Disaster Logistics

VEST, External Affairs, Planning & Training



# Transition Update

- Programmatic initiatives/core responsibilities

Public Safety Communications

Virginia Geographic Information Network (VGIN)

Regional Outreach

- Unpacking and settling in
- Transition costs
- Outstanding issues
- New opportunities





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# Virginia Text to 9-1-1

# Text to 9-1-1 Legislation & Progress

- § 56-484.16 On or before July 1, 2020, **each PSAP in the Commonwealth shall deploy equipment, products, and services necessary or appropriate to enable the PSAP to receive and process calls for emergency assistance sent via Short Message Service (SMS) text messages** in a manner consistent with FCC Order 14-118 and any other FCC order that affects the deployment of SMS text-to-9-1-1. Upon such deployment, the PSAP shall notify the FCC's PSAP Text-to-911 Readiness and Certification Registry
- Commonwealth's PSAPs were very successful
- Team effort among PSAPs, vendors and the RCs





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# NG9-1-1 Deployments

# NG9-1-1 Deployments

- Fairfax County & Loudoun County have deployed
- Deployment path forward (projected through Dec 2021):
  - Fairfax/Alexandria selective router region
  - Early readiness localities (about 7)
  - then Winchester/Fredericksburg,  
Charlottesville/Farmville, Chester/Stuart,  
High/Jefferson





# NG9-1-1 Deployment Efforts

- NGS will continue to work with PSAPs, GIS, AT&T and vendors
- Focus on the 3 primary project areas:

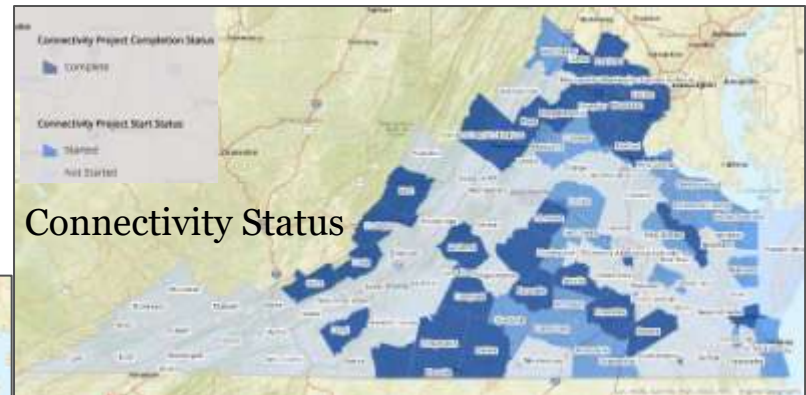
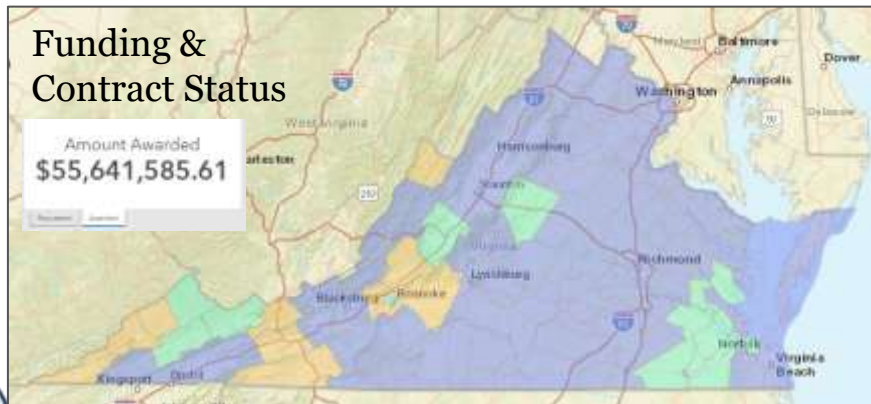
Connectivity

Call Handling Equipment

GIS data

Funding &  
Contract Status

Amount Awarded  
**\$55,641,585.61**



Connectivity Status



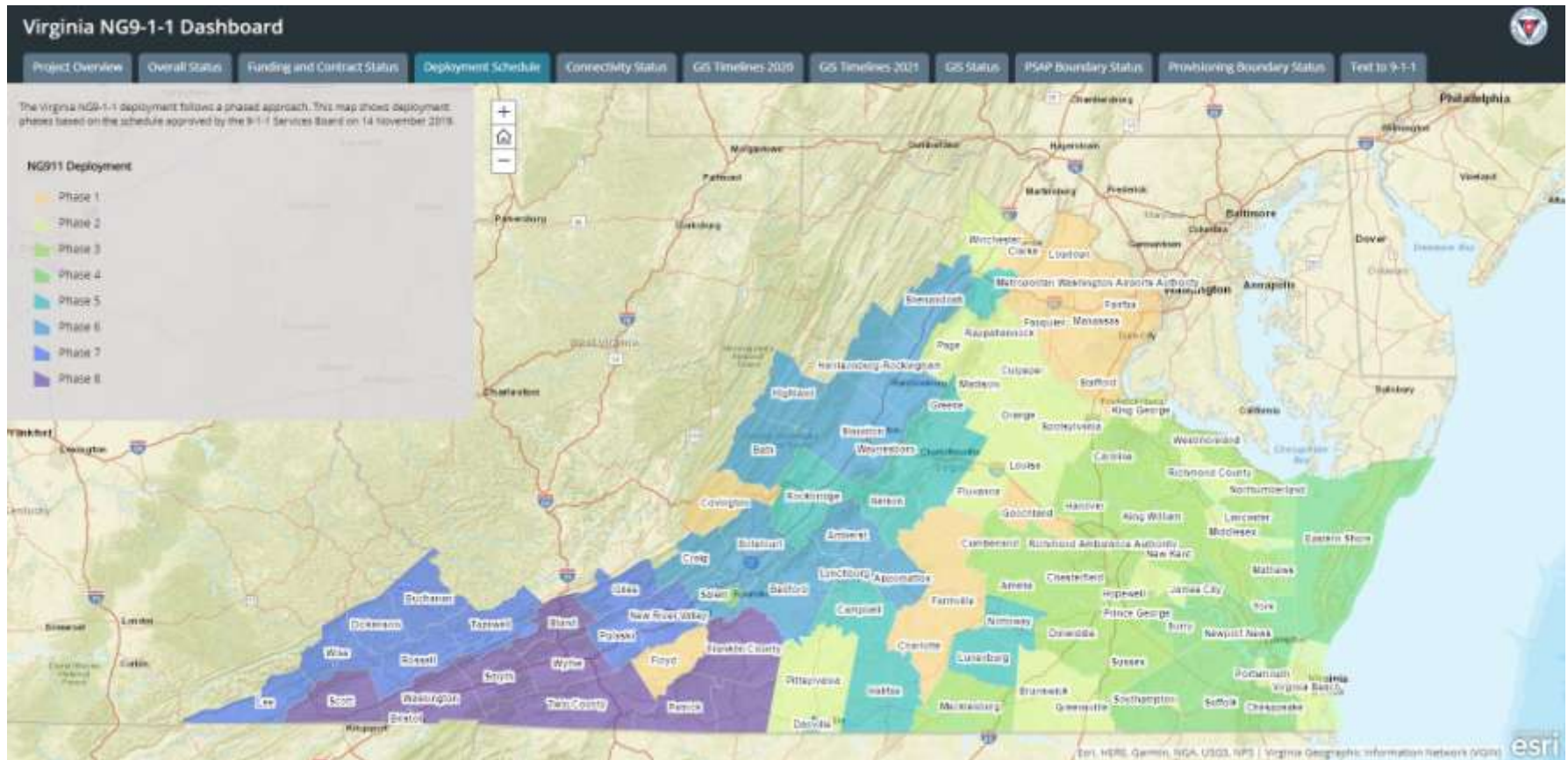
# NG9-1-1 Deployment Reminders

- Only full i3 statewide deployment in the country
- Enormous project scope, complexity and stakeholder group

124 PSAPs, local staff, NGS staff, AT&T and Intrado, CHE vendors, contractors, Verizon, CenturyLink, 3<sup>rd</sup> party carriers, etc.

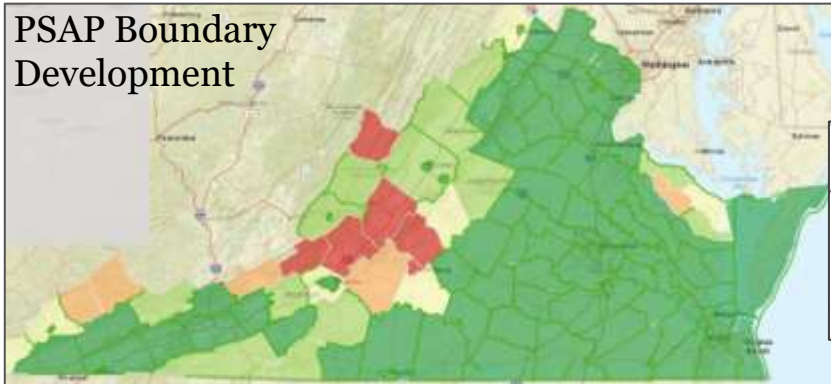


# NG9-1-1 Dashboard

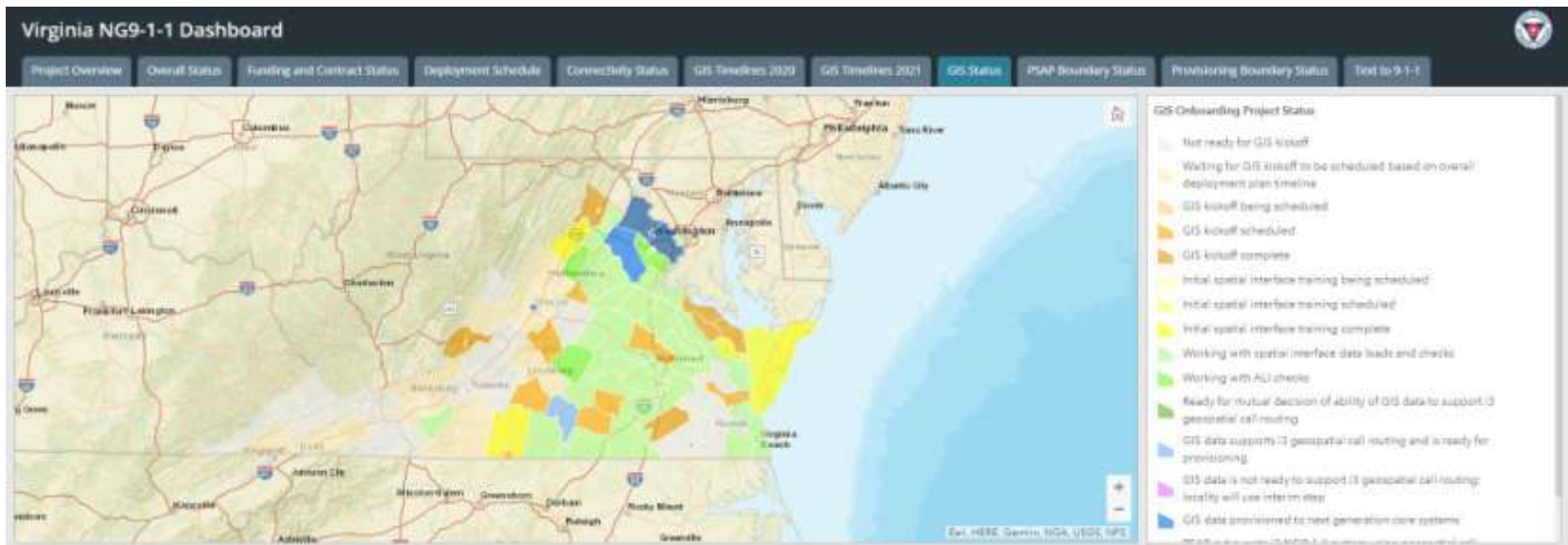
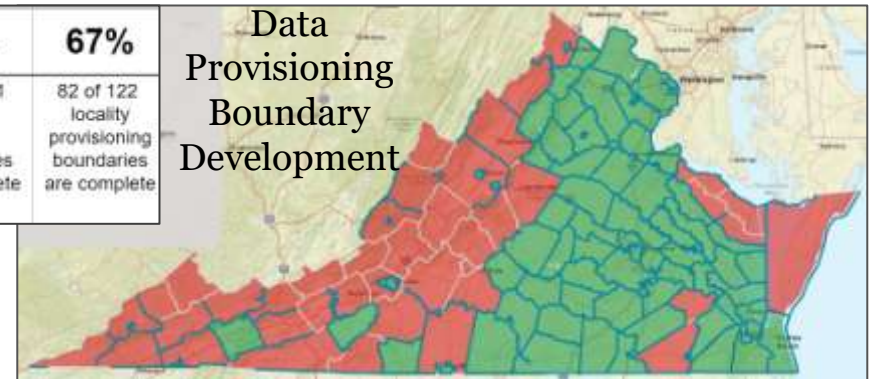




# GIS Progress for NG Deployments



<b>69%</b>	<b>67%</b>
83 of 121 locality PSAP boundaries are complete	82 of 122 locality provisioning boundaries are complete





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# NG9-1-1 Deployment Budget

# Current Deployment Budget

- Original Funding Estimate = \$55,348,197.32
- Current Funding Awards = \$55,641,585
  - 12 awards still outstanding = \$2,715,058.08
- Final Funding Awards = \$58,356,643.10



# Connectivity Costs Savings (included in total)

- Original Funding Allowance = \$25,347,581.05

With 46% of PSAPs costs known

- Original Funding Estimate = \$14,773,903.18
  - Current Funding Updates = \$9,798,387.92
  - Current Savings = \$4,975,515.56
- 
- Expect this trend of cost reduction to continue in this category



# Legacy Costs Savings (included in total)

- Legacy costs are a six month charge for NG9-1-1 deployed PSAPs, until all are off the selective router
- Original Estimate for all legacy costs = \$1,501,758.30
- Original Estimate for Verizon legacy costs = \$1,404,590.10
- Current contract price for Verizon legacy costs = \$474,737.40





# Unexpected Costs & Outstanding Cost

- Some costs have become apparent and hence, were not included in original budgeting
  - On-site connectivity; path from property line into the PSAPs equipment room
    - Uncertain as cost will vary from site to site
- Verizon transition services costs = \$2,879,054.54
- Total Delta Payments
  - Currently budgeted at \$13,265,686.08
  - Actual total TBD once project is complete
    - Could be more or less of original estimate



# Budget Summary

- Current estimates and known expenses have us in-line with original budget amount
- There are still items that cannot be known until further in the project and that are incremental until project finalization
- We will continue to make budget reports to the PSAP Grant Committee and to the 9-1-1 Services Board regularly



# Budget Amendments

- During the project, per PSAP, some costs are returned higher than reflected in their funding award
  - In these cases, the cost is reviewed and a budget amendment is processed through the PGC and the Board
  - From March until now, amendments have been handled administratively
  - Amendments, if dependent on Board meeting cycle, could delay a deployment by months
  - Recommendation; allow staff to continue granting funding award amendments administratively
    - PGC and Board will receive a report of all amendments bi-monthly
- .....





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# NG9-1-1 Deployment Monthly Delta Cost Recommendation

# NG9-1-1 Service Cost

- After deploying NG9-1-1 across Virginia, most PSAPs will see a monthly price increase from the amount they currently pay their legacy 9-1-1 service provider and the amount they will pay to AT&T for NG9-1-1 service

This difference is referred to as the “monthly delta”.

- For PSAPs that will see an increase in their monthly delta, the Virginia 9-1-1 Services Board will provide funding to cover 24 months of this increase



# Migration Proposal Delta Estimates

- NG9-1-1 Migration Proposals calculated monthly delta estimates using the following information
  - 2018 monthly 9-1-1 service provider costs paid directly by the PSAPs
    - Bills from their Legacy 9-1-1 Service Provider
    - Bills from other 9-1-1 Service Providers (i.e. Intrado costs for PSAPs on A9-1-1)
  - NG9-1-1 expected costs (from Fairfax contract w/ AT&T)
- “Delta Formula”

$$\text{Delta} = \text{NG9-1-1 Costs} - (\text{year 2018, “current” 9-1-1 costs paid by the PSAPs})$$



# Recommended Delta Determination & Funding Disbursement Policy

- For each PSAP (124)
  - Determine the average cost of 9-1-1 service for the 3 months prior to NG9-1-1 deployment
  - Post deployment verify the monthly cost of NG9-1-1
  - NG9-1-1 cost minus average 9-1-1 cost = Delta amount
  - Verify with the PSAP; gain consensus
  - Process a 12 month payment to the locality to cover increased costs
  - One year later repeat payment process to complete the 24 month cycle
  - Each month will include payments; rolling disbursement process based on individual PSAP deployment dates





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# FY 2020 Annual Report



# FY 2020 Annual Report

- The *Code of Virginia* (§56-484.14) requires the 9-1-1 Services Board to report annually to the Governor, the Senate Committee on Finance, the House Committee on Appropriations, and the Virginia State Crime Commission on the following:
  - the state of enhanced 9-1-1 services in the Commonwealth,
  - the impact of, or need for, legislation affecting enhanced 9-1-1 services in the Commonwealth,
  - the need for changes in the E-911 funding mechanism provided to the Board, as appropriate, and
  - monitor developments in enhanced 9-1-1 service and multi-line telephone systems and the impact of such technologies upon the implementation of Article 8 (§ 56-484.19 et seq.) pursuant to subdivision 6.





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# NG9-1-1 Funding And Amendment Requests

# New PGC Members

- Chief Kelvin Wright, Chesapeake Police Department (replaces Terry Ellis)
- Albert Stokes, Director of Grants Administration, Department of Criminal Justice Services (replaces Cheryl Adkins)
- Rae Fleming, Management Analyst, York-Poquoson-Williamsburg ECC (replaces Steve McMurrer)



# Latest Round of Funding Requests

PSAPs	Primary Selective Router Regions	Amount Requested
Botetourt	Other	\$176,256.50
Bedford	Salem/Staunton	\$541,605.85



# NG9-1-1 Award Amendments

Craig	\$2,000.00	Diversity
Madison	\$2,871.40	Text-to-911
Prince George	\$15,965.00	CHE i3 services
Richmond City	\$10,150.00	CHE i3 services
Dinwiddie	\$8,737.48	CHE i3 services
Hanover	\$21,382.50	CHE i3 services
Louisa	\$9,142.14	CHE i3 services
Richmond Ambulance	\$9,546.80	CHE i3 services





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# New Business



# Funding Committee Purpose

- Assist the PSC Coordinator by providing recommendations to the 9-1-1 Services Board on how to mitigate the financial burden of recurring NG9-1-1 costs on localities



# Funding Committee Members

- Christian Collier (small PSAP)
- J. R. Powell (medium PSAP)
- Eddie Reyes (large PSAP)
- Sheriff Brian Hieatt (VA Sheriff's Association)
- Jolena Young (9-1-1 Services Board)
- Joe Lerch (VaCo)
- Terry Hall (VML)
- Dorothy Spears-Dean (PSC Coordinator)





# Local Government Survey

- Facilitated by VML and results used in recommendations
- Section 1 (9-1-1 Revenue)
- Section 2 (Fund Distribution)
  - Wireless E-911 Fund distribution
  - Grant funding for 9-1-1 systems
  - PSAP operational funding
  - Maintenance for grant funded projects
- Section 3 (Cost)
  - Shared services/hosted technology projects
  - Consolidations



# Funding Committee Report

## Recommendation 1

Encourage the Board in its Annual Report to the General Assembly that the Communications Sales and Use Tax be modernized. A potential area for modernization is the removal of the existing exemptions for pre-paid wireless transactions and streaming video. Such modernization has the potential to offset this funding gap.

If action desired by the Board, will require a revised motion regarding the FY 2020 Annual Report



# Funding Committee Report

## Recommendation 2

Evaluate the need of increasing the surcharge rates for postpaid wireless devices and prepaid wireless transactions to generate additional revenue to address the expanding gap that exists between 9-1-1 funding and PSAP operational and capital expenses. The additional revenue generated from an increase in the surcharge rates could be specifically earmarked to offset NG9-1-1 recurring costs. The case for change should be built on demonstrated financial need and the carrier community must be a partner in this effort.



# Funding Committee Report

## Recommendation 3

- Undertake a study using a third party to determine the statewide cost of 9-1-1 and identify potential efficiency improvements. In Virginia, 9-1-1 is a local service, but local 9-1-1 expenses are increasing much more rapidly than the Wireless E9-1-1 Fund, and distributions made from this fund to localities.



# Funding Committee Report

## Recommendation 4

Establish an equity-based approach to statewide 9-1-1 funding that utilizes established metrics and criteria for determining local needs. Since funding decisions and standards are already established for the commonwealth by the Board, it would be appropriate for the Board to develop a “philosophy of funding” that could be used by the Board in evaluating funding strategies and making financial decisions. This would enable all subsequent funding models to reflect both fixed and variable PSAP costs.



# Regional Advisory Committee

- Have begun working on first strategic initiative:  
Assess impact of NG9-1-1 on the existing statewide 9-1-1 capabilities and services
- Goal is to have final draft of document to the Board to review and vote on at next meeting
- Have three remaining initiatives after that to complete by June 30, 2021



# Adjourn

- Public Comment
- Motion to adjourn meeting
- Next meeting is scheduled for Nov 12<sup>th</sup>

