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Recommendations on a System Plan for NG911 for Michigan

*The CLEAR NG911 Working Group
Updated briefing
June 2014*

The Objective of the Recommendation

While technology and the growing expectations of the public is the impetus for NG911, the ability within public safety to effectively utilize that growth lies as equally in its system of governance and administration as it does within its technical design of routers, switches, and circuitry. How that system is designed in advance of NG911 will largely affect the successful future of any NG911 established in our state. This responsibility should not be taken without forethought grounded in reality, present constraints, and sound public policy.

The Objective of the Recommendation

*To establish a system of governance and funding that involves stakeholders, and requires innovation in **both** technology and policy, as well as exercise fiscal responsibility. This system of governance not only improves existing public safety communications systems in Michigan, but allows the efficient implementation of Next Generation 911 (NG911) and public safety broadband to facilitate communications, interoperability, and information sharing between the public and public safety agencies statewide.*

The Workgroup's Guiding Principle

“Start with a blank sheet of paper and design the best solution that improves the safety of the public.”

The Working Group's Mission

Formulate recommendations for improving Michigan's public safety communications systems including the implementation of Next Generation 911 and the vision for improving communications, interoperability, and information sharing between public safety agencies statewide.

What is Next Generation 911?

- The current 911 system is reliable, but it was built for analog voice-based landline calls that were made on it decades ago.
- Communications have become digitized, increasingly mobile, and can easily send and receive multi-media information.
- The past decade's advancements in Voice over Internet Protocol (VoIP) services, telematics, and the proliferation of cellular phones have resulted in the "retrofitting" of 911 calls into the existing landline 911 system.
- The current 911 system is also limited in its ability to process additional data that may accompany a call, to transfer calls from jurisdiction to jurisdiction, and to accommodate the advancing technologies and applications becoming commonly used by people to receive information and communicate with one another.

What is Next Generation 911?

- It contains the functions and reliability of the current legacy 911 system, yet it allows for the integration of secure, redundant, and flexible digital access into a new ESI-net-based 911 system from a variety of communications devices.
- NG911 allows more information (like text and pictures) to move from the caller to emergency services.
- NG911 comprises operational, technical, and policy opportunities for a more efficient and effective emergency call taking and responder communications.

NG911, Convergence, and the Evolution of Public Safety Communications

- NG911 is creating opportunities for collaboration and innovation beyond the 911 network.
- Public Safety Ecosystem = shared information across independent systems for interdependent public safety.
- At a national level, the country is seeing convergence in public safety communications:
 - Development of Emergency Services IP-based Networks (ESInets).
 - FirstNet and the National Public Safety Broadband Network.
 - Public Safety Land Mobile Radio Systems.
 - Virtual PSAPs that can serve regardless of physical location.
- Interoperability moves beyond voice-based radio systems. It becomes the means in which Public Safety communicates seamlessly between disciplines and systems.

Role of interoperability becomes critical in NG911 and Public Safety Broadband becomes paramount

Interoperability will be redefined and identified in statute:

Ability of emergency responders to work seamlessly with other systems or products without any special effort and refers to the ability of emergency response officials/public safety agencies to share information via voice and data signals on demand, in real time, when needed, and as authorized utilizing any number of technology sources such as, but not limited to, 911 services, radio communications, and/or public safety broadband.

Governance

What limiting factors do we face in our current governance system?

- There is no body of Public Safety stakeholders with the authority to set standards or enter into agreements for a NG911 network.
- The current committee system is very decentralized.
- Limited authority to ensure 911 funding is properly remitted and used.
- No ability to make decisions on technology or system operations.

Governance

So.... How do we get there from here?

- We asked what governance model would best facilitate Michigan's movement toward NG911?
- What other factors in the emergency communications landscape affect our future?
- We looked at what other states were doing - what was working well and what wasn't.
- We took the best elements from other states' programs and developed a model that would suit Michigan's needs.

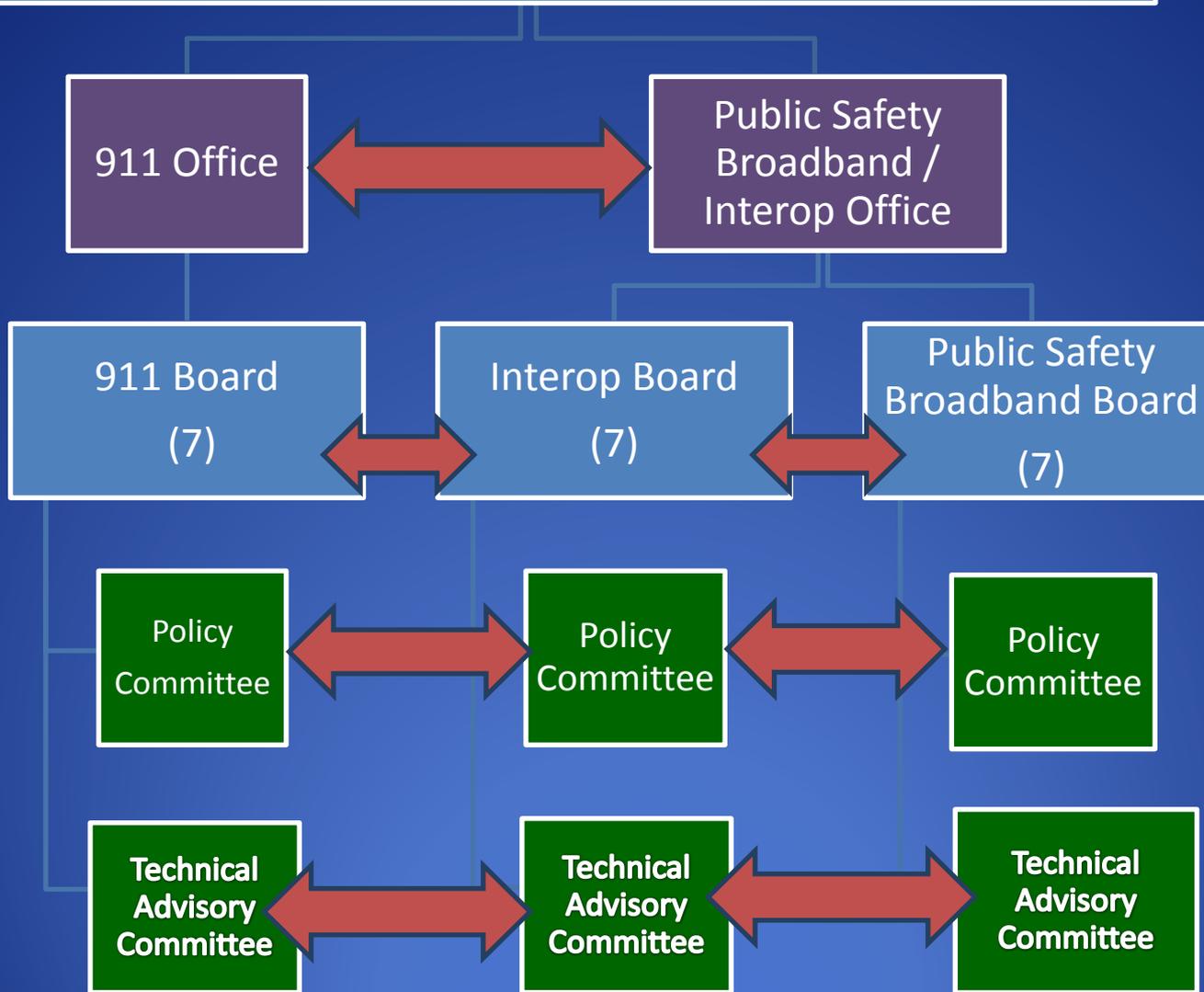
Recommendation 1:

Creation of an Emergency Communications Commission

Establish a new structure with a governing board that encompasses public safety communications. Its mission and authority would include:

- *Developing long term strategies for public safety communication.*
- *Design, procure, and enter into agreements.*
- *Manage interconnections between the ESI-nets.*
- *Set system standards.*
- *Adjust the levels of distribution of the state 911 fee within statutory parameters.*
- *Oversee the remittance and use of 911 funds.*
- *Tie state-based funding to compliance to standards and meeting deadlines.*
- *Set systems in place to promote and facilitate effective interoperability between public safety agencies.*

Emergency Communications Commission



Emergency Communications Commission

13 Members:

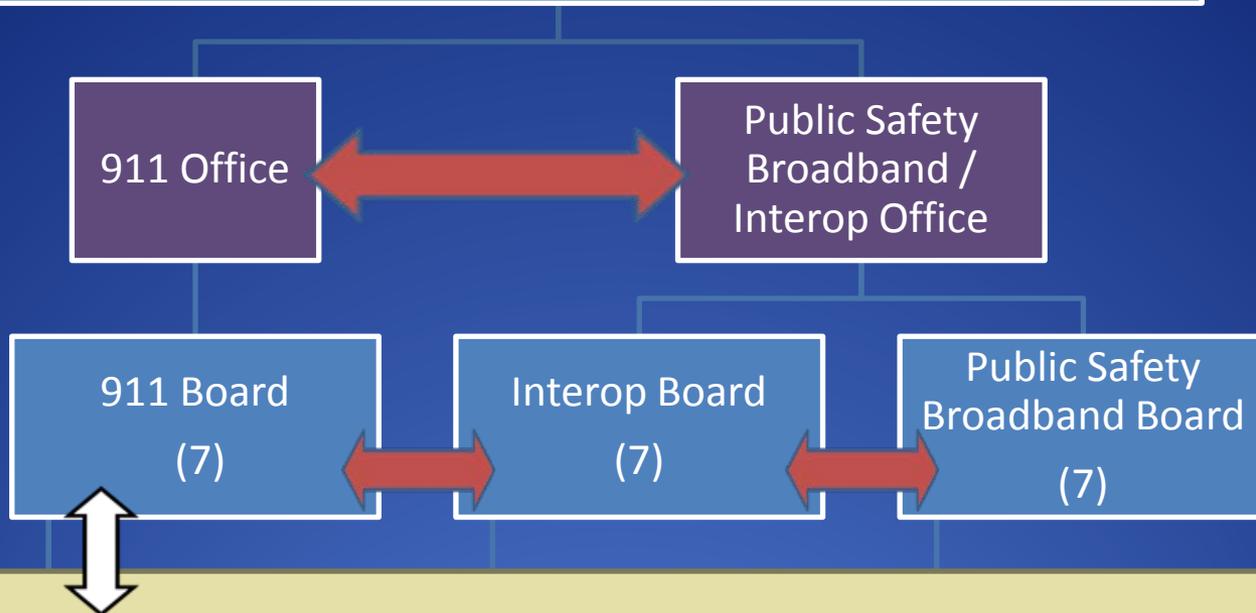
- Department of Technology Management and Budget (DTMB)
- EMS / Community Health
- Public Safety Appointee from the Governor's Office
- Michigan Association of Chiefs of Police (MACP)
- Michigan Association of Counties (MAC)
- Fire Representative
- Michigan Department of Transportation (MDOT)
- Emergency Management Representative
- Michigan Sheriffs Association (MSA)
- Michigan State Police (MSP)
- Representative from the 911 Board under the ECC
- Representative from the Public Safety Broadband Board under the ECC
- Representative from Interoperability Board under the ECC

Appointments are a mix of statutorily defined positions, appointed positions and ECC advisory board selections.

Emergency Communications Commission Advisory Boards

- The Michigan Emergency Communications Commission (MECC) would be served by three core advisory committees . One for 911, one for Interoperability, and one for Public Safety Broadband.
- These boards serve as authoritative advisory boards to the MECC.
 - The 911 Board would be served by the State 911 Office.
 - The Interoperability Board would be served by the Interoperability/Public Safety Broadband Office.
 - The Public Safety Broadband Board would be served by the Interoperability/Public Safety Broadband Office.
- Staffing at the three board levels would support the technology and policy for migration to statewide NG911, interoperability, and public safety broadband.

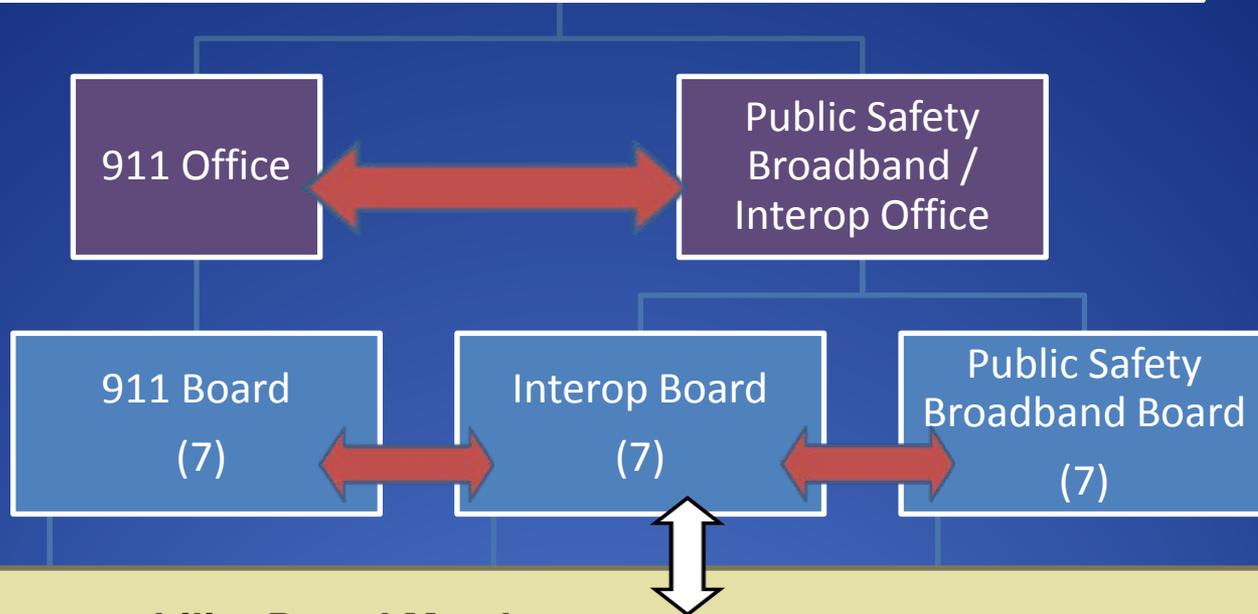
Emergency Communications Commission



Proposed 911 Board Members:

- Michigan Chapter of National Emergency Number Association (MI-NENA)
- Michigan Chapter of the Association of Public Safety Communication Officials (MI-APCO)
- Michigan Communications Director Association (MCDA)
- Representative from a 911 Authority or County Administered Public Safety Answering Point (PSAP)
- Representative from a Michigan State Police managed PSAP
- Representative from a Police Department managed PSAP
- Representative from a Sheriff Department PSAP

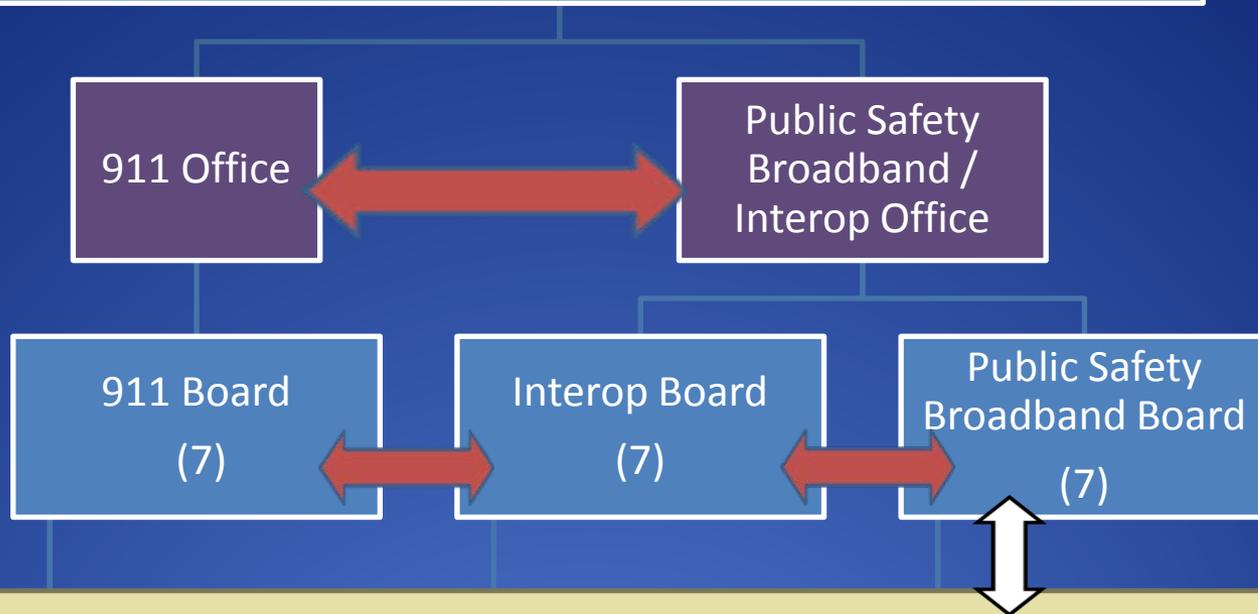
Emergency Communications Commission



Proposed Interoperability Board Members:

- Three Regional Interoperability Board representatives
- Region 21 representative
- Michigan Chapter of the Association of Public Safety Communication Officials (MI-APCO)
- Representative from a Michigan Public Safety Communication System user (MPSCS) agency
- Representative from the Michigan Public Safety Communication System office

Emergency Communications Commission



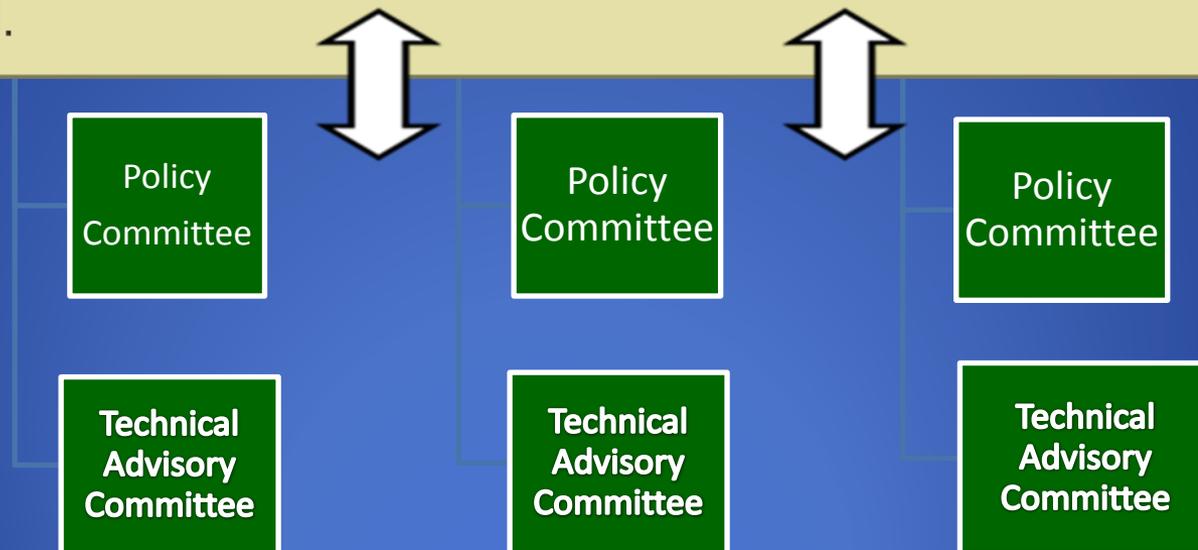
Proposed Public Safety Broadband Board Members:

TBD: The primary role of the Public Safety Broadband Board (PSBB) will be to advise the ECC on state policy, strategy, management and funding recommendations based on the policy and developments by the FirstNet Authority for the nationwide FirstNet network. All public safety broadband policy, funding directions, management approaches, user requirements, business and technical processes in Michigan will be developed under the direction of the ECC and the guidance of the PSBB members to address the issues and opportunities in Michigan.

Emergency Communications Commission

Support Committees - Policy and and Technical:

There would be some overlapping membership on each of the committees. These advisory committees would be structured with membership of nine (9) members and would include industry representatives and resources such as the GIS Technical Advisory Committee, the existing State 911 Committee (SNC) Subcommittees, and other existing working committees should also be leveraged.



Recommendation 2: Funding

Should the current 911 fees and surcharge mechanisms that we have in Michigan remain in place?

- **Local 911 Surcharges?** Yes, these are an integral support system to many counties and there should be no changes to local surcharge or millage language in the statute.
- **Technical Surcharge?** The technical surcharge should be eliminated over time (as was done with wireless cost recovery) and a common network fund should be created (similar to the cost recovery for wireless Phase I and II). The common costs of the legacy network would be paid out of this fund as would the new NG911 network.
- **State 911 fee?** Yes, this is an important resource to every county in the state, but modify the amount and distribution formula.

Funding Recommendation

Changes in the State 911 fee:

- Proposed amount raises the current .19 to the statutory cap of .25 and reallocates the distributions.

The new distributions would:

- Keep the counties whole to the current State 911 distributions.
- Increase PSAP Training Fund.
- Be stable to MSP PSAPs.
- Increase 911 Office funding (to meet restructure responsibilities and additional duties).
- Remaining for the creation of the IEIN Fund.

The IEIN Fund

The remaining funds would be designated for the creation of the Innovation/Efficiency/Interoperability/NG911 Fund, which would be overseen by the MECC and reserved for:

- Grants for CPE, hosted remote solutions, and other technologies defined and approved of by the MECC
- Grants for Efficiency Efforts/Regional Plans
- NG911 Network Costs
- Common legacy network costs
- Statewide public safety interoperability

Statutory protections would need to be in place to prevent re-appropriation and unauthorized use.

- Excess funds above the distributions to counties, PSAPs, 911 Office, and MSP would be put into the IEIN Fund
- Any annual carryover would follow IEIN Fund

Additional Funding Factors

- Counties would be left whole relative to their current distributions from the state.
- A plan will need to be created and a mechanism in place to partner for costs to bring in local ESInets currently being developed.
- The MECC would have the authority to modify the distribution levels with statutory biennial reporting requirement to the Legislature its process of evaluating and setting the distributions.
- The MECC will have standing and authority to ensure provider contribution into the fund.

Timeline

- The preceding timeframes are based on good faith estimates using other states information and similar past experiences in Michigan.
- In order to be well on the path to NG911, both technically and administratively by 2017, enabling legislation will need to be enacted within the next ten months.
- It will take an estimated six months post legislation to go through the process of establishing the MECC (appointments, staffing changes, and organizational processes such as by-laws and meeting schedules).

Timeline

- It will take at least four months after the state 911 fee change to see the increased revenue needed for the upstart of the IEIN fund.
- It may take six months or more to fully staff the State 911 Office with the personnel necessary to provide the services to support the 911 community's migration to NG911.
- It will take about three to four months to update and issue the existing draft RFP for a state-managed ESInet backbone and likely another six months for procurement process of bids, evaluation, selection, and contract negotiation. If a pre-bid RFI is done, add three more months to the process.

The Group Members

Public Safety:

- Jeff S. Barnes, Workgroup Chairman, Public Safety ED
- Gary Rosema, Sheriff, Ottawa County
- Kriste Etue, Director, Michigan State Police
- Chief Deputy Michelle Young, Kent County Sheriff's Department
- Rich Miller, LARA - State Fire Marshall
- Dale Gribler, Sheriff, Van Buren County, Chair – State 911 Committee

Technical Expertise:

- Eric Swanson, Michigan Department of Technology, Management & Budget, Director - Center for Shared Solutions
- Bradley Stoddard, Michigan Department of Technology Management & Budget, Director - Michigan Public Safety Communications System

911 Administrators:

- Harriet Miller-Brown, Michigan State Police, State 9-1-1 Administrator
- Tim Smith, Ottawa County 9-1-1, Director
- Robert Bradley, Charlevoix, Cheboygan, and Emmet County 9-1-1 (CCE), Director
- Patricia Coates, Oakland County – CLEMIS Administrator
- Pamela Matelski, Michigan State Police, Communications Manager
- Lisa Hall, Midland County 9-1-1, Director



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Questions or Comments?

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