



STATE OF MAINE  
PUBLIC UTILITIES COMMISSION

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November 1, 2010

Honorable Barry J. Hobbins, Senate Chair  
Honorable Jon Hinck, House Chair  
Joint Standing Committee on Utilities and Energy  
Augusta, Maine 04333

Re: Public Safety Answering Point (PSAP) Reconfiguration Plan

Dear Senator Hobbins and Representative Hinck:

During the last session, the Legislature enacted Resolves 2009, Chapter 196 which directed the Commission to develop a plan by November 1, 2010 for achieving the 15 to 17 Public Safety Answering Points (PSAP) configuration proposed in the Kimball Report. The Resolve also asked the Commission to examine a number of other issues including system fragmentation and the separation of E9-1-1 call processing and dispatch functions; the transfer of E9-1-1 calls and the absence of key E9-1-1 features at dispatch-only facilities; the routing of E9-1-1 wireless telephone calls; rate shopping and cost shifting; the lack of collaboration among state, county and local agencies; how consolidation studies or incentives should be conducted and funded; and how consolidation may be coordinated with the development of "Next Generation 9-1-1."

The Commission opened a proceeding and solicited input from stakeholders to aid us in developing this report and PSAP Reconfiguration Plan. Many commenters expressed concerns that this effort to consolidate PSAPs seems to be solely about saving the State money with little regard to the impact on public safety. A number of commenters also expressed serious concerns about the cost saving aspects of consolidation given the fact that the 9-1-1 fund has been tapped a number of times in recent years to help balance the State

budget, arguing that in the absence of these events the State would have millions more to fund changes to the State's E9-1-1 system.

The Commission considers the single most important reason for consolidation is to improve emergency communication services resulting in improved public safety. For example, reducing call transfers between PSAPs and dispatch-only facilities improves response times and reduces the potential for human or technology errors in handling emergency calls. Comments the Commission received from regions that already have combined PSAP call taking and dispatch centers noted that unified PSAP and dispatch is crucial to the overall efficiency and accuracy in emergency communications and response and that it can improve the quality of emergency communications not degrade it as some fear.

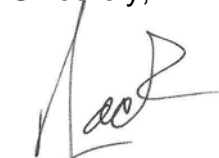
The Commission agrees with some commenters that consolidating PSAPs in certain areas may be costly to local communities. The Legislature may wish to consider allowing consolidations to be phased in or have the State cover a portion of the consolidation costs resulting in a State/local partnership. The PSAP Reconfiguration Plan includes proposals for financial incentives to encourage and support PSAP and dispatch consolidation.

We note there are many factors to consider in consolidating PSAP and dispatch services and coming up with a Reconfiguration Plan that consolidates the existing 26 PSAPs down to 15-17 is not an easy task. At the time the Kimball Report was issued and the Legislature enacted the Resolve directing the Commission to come up with a plan for implementing the Kimball Report recommendations, it was not known what the level of interest would be in consolidating dispatch-only sites. Throughout this proceeding, however, there has been significant opposition to forced PSAP and/or dispatch consolidation. Consolidating PSAPs down from the current 26 to 15-17 without dispatch consolidation will result in more fragmentation of the system, which the Commission believes may adversely affect public safety as it will result in more call transfers. Thus, the Commission recommends consolidation of PSAPs if dispatch consolidation occurs as well, as a more significant improvement in public safety will be achieved with dispatch consolidation and, therefore, this should be the top priority.

In conclusion, having considered all the comments and information received in this proceeding, the Commission, as it did in the prior consolidation process that began in 2003, concludes that consolidation works best when it is done voluntarily with willing partners. As a result, the Legislature may want to consider focusing on providing the necessary financial incentives to encourage voluntary consolidation as a first step. Finally, if the Legislature moves ahead with PSAP consolidation it will be necessary to have that decision made during the upcoming session as any consolidations will impact the Request for Proposals (RFP) process for the next 9-1-1 services contract which we expect to release in July of 2011.

The Commission looks forward to working with the Committee on these issues in the upcoming session.

Sincerely,

A handwritten signature in black ink, appearing to read 'Jack A. Cashman', written over a faint circular line.

Jack A. Cashman  
Chairman

On behalf of the Chairman and

Vendean V. Vafiades and  
David P. Littell  
Commissioners  
Maine Public Utilities Commission

cc: Members of the Utilities and Energy Committee  
Jon Clark, Esq., OPLA Deputy Director



PUBLIC SAFETY ANSWERING POINT  
RECONFIGURATION PLAN

PREPARED BY THE MAINE PUBLIC UTILITIES COMMISSION  
AT THE REQUEST OF THE  
UTILITIES AND ENERGY COMMITTEE OF THE  
MAINE STATE LEGISLATURE

November 1, 2010

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## I. BACKGROUND

In 2009, the 124<sup>th</sup> Legislature enacted Public Law 2009, Chapter 219, which required the Commission to study and report back on the optimum Public Safety Answering Point (PSAP) configuration for the State of Maine. PSAPs are facilities with enhanced 9-1-1 (E9-1-1) capability responsible for receiving 9-1-1 calls and, as appropriate, directly dispatching emergency response services or transferring the calls to other public or private safety agencies for dispatch. The current 26 PSAPs<sup>1</sup> handle calls in a variety of ways. For example, some receive and dispatch calls only for their municipality or county. Some receive and dispatch for multiple municipalities and transfer calls to dispatch-only locations. These are emergency communications centers that do not receive 9-1-1 calls directly (calls are transferred from PSAPs) and these facilities only perform dispatch functions. Although some wireless calls are answered by county and municipal PSAPs, most are answered by the Department of Public Safety (DPS) PSAPs. Four of the current 26 PSAPs are operated by DPS. They are the DPS Gray Regional Communications Center (RCC), Orono RCC, Central Maine RCC (CMRCC) and Houlton RCC PSAPs.

The Commission contracted with L. Robert Kimball, a consulting firm that specializes in E9-1-1 system design and public safety consolidation. The Kimball Report, available online at [www.maine911.com](http://www.maine911.com), recommends that between 15 and 17 PSAPs is the optimum configuration and that they should be regionally located. The underlying assumption for this recommendation is that PSAP 9-1-1 call taking and dispatch functions, to the greatest degree possible, should be consolidated into regional facilities.<sup>2</sup> The Commission notes that the potential benefits of consolidating PSAPs and dispatch were also highlighted during the prior consolidation process which began in 2003 and consolidated the then existing 48 PSAPs into the 26 that exist today.<sup>3</sup> The Kimball Report further recommends that each regional center would provide PSAP and dispatch services to its defined service area and that wireline and wireless 9-1-1 calls would be routed directly to the appropriate regional center, thus eliminating the majority of call transfers.<sup>4</sup> The Report also made the following additional recommendations:

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<sup>1</sup> A list of the 26 PSAPs is attached as Appendix A. A map showing their coverage areas is attached as Appendix B.

<sup>2</sup> See L.R. Kimball, *Report for Optimal PSAP Configuration Assessment* at 7 (Jan. 2010)(Kimball Report).

<sup>3</sup> See *Inquiry Into the Reduction of Public Safety Answering Points*, Notice of Inquiry and Request For Comments, Docket No. 2003-859 (Dec. 10, 2003) and *Amendments to Standards for Establishing a Statewide Enhanced 9-1-1 System (Chapter 1)*, Notice of Rulemaking (Docket No. 2005-23)(Feb. 1, 2005).

<sup>4</sup> Kimball Report at 7.

- The Commission's Emergency Services Communication Bureau (Bureau) should maintain the current 26 PSAP configuration temporarily and refrain from any additional consolidation for the duration of the current FairPoint contract at a minimum;
- The State, County and local municipalities should work collaboratively to identify service level issues and solutions. Cooperation must be present at the state, county and local levels;
- Studies should be conducted to assess the feasibility of regional consolidation of PSAP and dispatch functions as much as possible;
- In conjunction with the 15-17 PSAPs, the Bureau should offer incentives to local municipalities to consolidate dispatch functions in each regional PSAP;
- A full and comprehensive consolidation study should be conducted to include all aspects of emergency communications, including dispatch, radio, etc. to develop a long-term comprehensive emergency communications plans. Each region may need to conduct its own study; and
- PSAP rate shopping, towns shopping for PSAP services to achieve lower costs, should be addressed via regulation through a capped fee structure and restrictions on how often service can be shifted among PSAPs.

In 2010, the 124<sup>th</sup> Legislature enacted Resolves 2009, Chapter 196 which directed the Commission to develop a plan by November 1, 2010 for achieving the 15 to 17 PSAP configuration proposed in the Kimball Report, as well as address issues identified above.<sup>5</sup> The Commission must submit its plan, along with any recommendations and any draft legislation, to the Utilities and Energy

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<sup>5</sup> Specifically, Section 2 of the Resolve states:

**Sec. 2. Actions to implement the Kimball report. Resolved:** That the bureau shall, in consultation with public safety answering points and other interested entities, develop a plan for achieving the 15-17 public safety answering point configuration proposed in the Kimball report. The bureau, in developing the plan, shall examine the issues raised in the Kimball report, including issues related to system fragmentation and the separation of E9-1-1 call processing and dispatch functions; the transfer of E911 calls and the absence of key E911 features at dispatch-only facilities; the routing of E911 wireless telephone calls; rate shopping and cost shifting; and the lack of collaboration among state, county and local agencies. The plan must address how appropriate consolidation studies should be conducted and funded, how

Committee.

In June 2010, the Commission contacted local and county elected officials, PSAP managers, fire and police chiefs and others, as part of a Notice of Inquiry (NOI) process (Docket No 2010-185), seeking input on how to implement the Resolve. We received over 60 comments from municipalities, PSAPs, DPS and other entities. Within the NOI, the Commission asked for voluntary PSAP consolidation as well as voluntary dispatch consolidation (specifically from current PSAPs).

Based on the comments received and other data acquired as part of this process, the Commission issued a Proposed PSAP Reconfiguration Plan (Proposed Plan) on August 5, 2010 and again sought comments from stakeholders. The Proposed Plan met the guidelines established by the Legislature to reduce the number of PSAPs from 26 to 15-17 and achieve PSAP and dispatch services within the same center to the greatest degree possible. A list of those who filed comments in response to the NOI and the Proposed Plan is attached as Appendix C and a summary of the comments on the Proposed Plan is attached as Appendix D. The Commission then held a public witness hearing on the Proposed Plan at the Commission on September 22, 2010. The Commission has considered all of the comments received during this process and submits this report and PSAP Reconfiguration Plan for the Legislature's consideration.

## **II. DISCUSSION OF STAKEHOLDER COMMENTS**

The majority of commenters argued that the Legislature should not mandate PSAP and/or dispatch consolidation as consolidation will happen voluntarily when similarly minded agencies and communities discover common goals and efficiencies that make sense. A large number of commenters also argued that the State is not in a position to mandate how many communities can continue to maintain their own dispatch centers as these are local decisions involving the use of locally raised taxpayer dollars. While the Commission sought proposals for voluntary PSAP and/or dispatch consolidation, we only received two which are discussed below. We describe below the Proposed Plan we issued in August, comments we received in response and discuss any changes the Commission made to the PSAP Reconfiguration Plan based on those comments.

### **A. Guiding Principles for the PSAP Consolidation or Reorganization**

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appropriate consolidation incentives may be designed and implemented and how consolidation may be coordinated with the development of "Next Generation 911" as identified in the Kimball report.

In developing the Proposed Plan, the Commission concluded that the most efficient and effective model for emergency call processing is a regional “full service” (call taking and dispatch) communications center and is proposing the following criteria for PSAP selection:

1. One PSAP per county (16) to serve as regional PSAP/Dispatch centers;
2. Communities are encouraged to work towards full call answering and dispatch within a regional communications center;
3. All towns should be expected to be served out of their designated regional communications centers;
4. PSAPs will be expected to answer the wireless 9-1-1 calls for all towns they serve; and
5. PSAP consolidations will take effect on or before July 1, 2013.

The main comment the Commission received on the guiding principles was opposition to towns being expected to be served out of their designated regional communications centers arguing that towns should not be told what PSAP will provide their service and that this precludes municipalities from obtaining the best service and rates. The Commission proposed this to address the fragmentation issue that results in having call taking and dispatch done by different facilities and because the Kimball Report recommended that each regional center provide PSAP and dispatch services to its defined service area. For these reasons we made no change to this part of the Proposed Plan.

B. PSAPs Not Currently Under Consideration for Reconfiguration

Comments received in response to its NOI provided significant support for the concept of one PSAP per county. Several commenters noted that many counties were already substantially meeting the recommendations of the Kimball Report in that they were already serving as both the PSAP and dispatch provider for all their regions. They argued that closing a center on call volume alone would introduce an additional step at a cost to the county and not improve the level of service. The Commission agreed and recommended the following PSAPs not be considered for consolidation as they already represent a single PSAP in a county and meet the underlying assumption of the Kimball Report recommendation by providing both PSAP and dispatch service for the entire county. Communities in these counties would be required to continue to receive service from these PSAPs.

1. Franklin County Sheriff’s Department
2. Knox County RCC
3. Lincoln County Communications
4. Oxford County RCC
5. Piscataquis County RCC

6. Sagadahoc County Communications
7. Somerset County RCC
8. Washington County RCC
9. Waldo County RCC

The Commission received a number of comments in support of this part of the Proposed Plan stating that the concept of unified PSAP and dispatch is crucial to the overall efficiency and accuracy in emergency communications and response efforts, that the proposal was a positive step in streamlining PSAP and dispatch services in Maine and that they generally found the Proposed Plan made the most sense for Maine citizens and followed the Kimball Report recommendations. The Commission made no change to this part of the Proposed Plan.

### C. Other Proposed Regions

The following list identifies proposed consolidations based on the guiding principles for PSAP consolidation listed above.

1. Androscoggin County Region
  - a. Androscoggin County Sheriff's Department
  - b. Lewiston/Auburn 9-1-1

The Lewiston/Auburn 9-1-1 PSAP's comments in response to the NOI stated that its PSAP infrastructure could co-locate with the Androscoggin Sheriff's Department PSAP with minimal modification for a limited number of years. Based on these comments and its guiding principles for PSAP consolidation, the Commission's Proposed Plan recommended that the Androscoggin Sheriff's Department PSAP collocate into the L/A 9-1-1 PSAP.

The Commission received comments in support from the L/A 9-1-1 and Androscoggin Sheriff's Department PSAPs. Androscoggin County Commissioners voted 2-1 in support of a single PSAP in the County and the consolidation of dispatch services provided that 1) the governance of any Communications Center be Countywide; 2) there be a fair and equitable distribution of cost for services and 3) there be an allowance for a tiered system of services to meet the needs of the rural and urban communities.

We are encouraged by this showing of regional cooperation and recommend that any financial incentives that may be ultimately adopted by the Legislature are offered to the L/A 9-1-1 PSAP so that they are not disadvantaged by early consolidation.

2. Cumberland County RCC

- a. Brunswick Police Department (PD)
- b. Westbrook PD
- c. DPS Gray RCC

The Proposed Plan noted that Cumberland County RCC (CCRCC) has the potential to accommodate the expanded responsibility of absorbing the Brunswick and Westbrook PD PSAPs and recommended that DPS consider the option of co-locating with CCRCC.

The Brunswick and Westbrook PD PSAPs opposed the Plan. CCRCC while generally opposed to mandated PSAP consolidation said if the Legislature adopts the Plan it welcomes the opportunity to meet with Brunswick and Westbrook PDs to discuss potential consolidation. CCRCC did not want to pursue a collocation agreement with DPS and DPS also had concerns about collocating.

After considering all of the Comments and reviewing the wireless call volume, the PSAP Reconfiguration Plan calls for DPS Gray RCC to remain a PSAP because this facility can help to handle the significant number of wireless calls coming off the interstate in York, Cumberland and Androscoggin Counties. We also determined that closing DPS Gray RCC had the potential of increasing the number of call transfers as sending all interstate calls to regional PSAPs may require a transfer to DPS dispatch. Lastly, 25 M.R.S.A. § 2923-A provides that each municipality that does not have a PSAP shall contract with an entity that does for receiving 9-1-1 calls and dispatching and that that entity may be DPS. The statute further provides that if a municipality without a PSAP does not enter into an agreement, DPS shall serve as the PSAP for that municipality (e.g., serve as the default PSAP).

While the Commission appreciates Brunswick and Westbrook PD's opposition to consolidating their PSAPs into CCRCC, we must submit a Reconfiguration Plan to the Legislature to reduce the current 26 PSAPs down to 15-17 and, therefore, have to make some difficult choices to achieve this goal. As a result, we continue to recommend that Brunswick and Westbrook PD PSAPs consolidate with CCRCC.

### 3. Portland PD

#### a. Scarborough PD

The Proposed Plan recommended that Portland is large enough to justify an additional PSAP in Cumberland County (the county with the largest population in the State). The Portland PD PSAP currently provides PSAP and dispatch service for Portland and Cape Elizabeth. It also provides PSAP service for South Portland and we understand that they will absorb dispatch services for South Portland in the near future. We recommended conditionally

approving the Portland PD as a PSAP with the understanding that the move to fully consolidate South Portland occurs by a date certain.<sup>6</sup> We also recommended Scarborough consolidate with the Portland PD PSAP as it is contiguous with other communities currently served by the Portland PSAP. In moving Scarborough to the Portland PD instead of CCRCC we took into account a preexisting relationship between the two PSAPs and made an effort to equalize the number of anticipated calls with the other Cumberland County PSAP.

The Scarborough PD PSAP in its comments noted that it has been Old Orchard Beach's PSAP since 2003 and has been working on a full dispatch consolidation plan that has stalled because of the possibility that Scarborough may lose its PSAP. Scarborough also provided a cost benefit analysis of what it would cost them to consolidate with the Portland PSAP. After the prior consolidation, Scarborough was approached by the towns of Buxton and Old Orchard Beach for PSAP and emergency medical dispatch (EMD) service which it currently provides and the towns pay the Scarborough PD PSAP \$47,813 for these services. Scarborough states that if this plan is enacted and it loses its PSAP status, Scarborough will lose these revenues and have to contract and pay for PSAP services from another provider at a cost of \$70,800 for a combined net additional cost to Scarborough taxpayers of \$118,613. Scarborough also cites estimated costs of \$500,000 for consolidating its dispatch with Portland.

The Commission certainly appreciates the time that the Scarborough PD PSAP took to do a specific cost benefit analysis about what consolidation would cost and agrees that consolidation may be costly to some communities. However, the Commission must submit a Reconfiguration Plan to the Legislature to reduce the current 26 PSAPs down to 15-17 and, therefore, has to make some difficult choices to achieve this goal. The Commission has also proposed some financial incentives to aid municipalities with consolidation costs. As a result, the Commission made no change to this part of its Proposed Plan.

#### 4. York County Region

- a. Sanford PD
- b. York PD
- c. Biddeford PD

The Commission's Proposed Plan noted that the Sanford PD PSAP has a new, modern facility that has the potential to serve as the county regional center and absorb the York and Biddeford PD PSAPs.

Sanford and Old Orchard Beach supported the basic outline of the plan, stating that providing dispatch and PSAP services from the same center is better from both an efficiency and service delivery perspective and noting that

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<sup>6</sup> The Commission understands that this consolidation may be completed in the first quarter of 2011.

assistance from the State (in terms of grants or loans) will remove a significant obstacle to consolidation. Old Orchard Beach has also been working towards consolidating dispatch since the Kimball Report and another report issued by the Maine Legislature's Office of Program Evaluation and Government Accountability (OPEGA) were issued.<sup>7</sup> Old Orchard Beach states that the reports contained compelling arguments for moving to a regional full service PSAP/dispatch facility and cites technological and long term cost savings as reasons the Town supports consolidation.

The York Police Department PSAP Group (which consists of the Towns of York, Ogunquit, Kittery, Eliot, South Berwick, Berwick, Wells and Kennebunkport) oppose the Plan and want to continue to receive 9-1-1 calls from the York PD PSAP pointing to the fact that it has purchased land for \$2 million and is in the process of building a new Police Department which plans to include a new state of the art communications/PSAP center which could operate cooperatively with the Sanford RCC PSAP.<sup>8</sup> The York PD PSAP also stated that it already provides dispatch services for Ogunquit's police, fire and ambulance as well as York's and is in preliminary discussions with several other communities that they provide PSAP services for now to do their dispatch as well. The York Police Department PSAP Group asked the Commission to consider allowing 2 PSAPs in York County pointing to the 2 PSAPs proposed in Cumberland County given its population and citing U.S. Census data showing a similar situation in York County.

The Commission appreciates the argument that due to its current population and anticipated growth the County should have an additional PSAP but we believe the decision to keep DPS Gray RCC will help take some of the pressure off of the Sanford RCC PSAP by handling wireless calls off the interstate. This will also reduce call transfers. As a result, the Commission made no change to this part of its Proposed Plan. The Commission commends Old Orchard Beach for its decision to consolidate dispatch and recommends that any financial incentives that may be adopted by the Legislature be available to Old Orchard Beach so it is not disadvantaged by early consolidation.

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<sup>7</sup> See *Emergency Communications in Kennebec County – Fragmented Network presents Challenges; Quality and Rate Issues need to be Addressed to Optimize Public Safety* (Feb. 2010)(OPEGA Report). OPEGA did this review of emergency communications in Kennebec County at the Legislature's direction.

<sup>8</sup> Beginning in April 2010, any Commission Order regarding a town's change in its PSAP provider has included language making the town aware of Resolves 2009, Chapter 196, directing the Commission to develop a plan to implement the Kimball Report recommendations including a plan for reducing the number of PSAPs to between 15 and 17. The Commission Orders further notify the town that the Commission's approval of a change in their PSAP provider does not guarantee that this arrangement will remain in place after the Legislature considers any further consolidation of PSAPs.

5. Penobscot County Region

- a. Penobscot County RCC
- b. Bangor PD
- c. DPS Orono RCC

The Proposed Plan stated that Penobscot County RCC and the Bangor Police Department PSAP are located within the same city and Bangor is the only community in Penobscot County not utilizing the regional communications center. Based on previous discussions, the Commission recommended that Penobscot County RCC could potentially be expanded to accommodate Bangor and that DPS Orono RCC should consider co-locating with Penobscot RCC.

Penobscot RCC supports keeping dispatch and PSAP services under one roof when possible and notes absorbing Bangor would require it to add a minimum of 10 new staff. Penobscot County RCC also notes that additional consoles, radios and 9-1-1 equipment would be needed but suggests the possibility of the Bangor PD PSAP's providing its consoles and equipment if it were to join Penobscot County RCC so as to minimize this cost and also noted that the proposed financial incentives may help. The Bangor PD PSAP is opposed to the Plan, DPS expressed concerns about collocating and Penobscot RCC noted it does not have the space for DPS to collocate at this time.

As there does not appear to be any support for collocating DPS Orono RCC at this time, the Commission amends its Proposed Plan to recommend that the DPS Orono RCC PSAP be closed and the wireless calls it now receives will be directed to the appropriate regional PSAPs. While the Commission appreciates the Bangor PD PSAP's opposition, the Commission must submit a Plan for the Legislature to get to a 15-17 PSAP configuration in the State and must make some difficult choices to get there. We also note that a recent news article in the Bangor Daily News reported that on October 25, 2010, city councilors voted 6-1 in favor of consolidating Bangor's dispatch services with Penobscot County RCC.<sup>9</sup> As a result, the Commission continues to recommend that Bangor PD be consolidated into the Penobscot RCC.

6. Hancock County RCC

The Commission's Proposed Plan recommended that Hancock County RCC be conditionally approved as a PSAP as it currently serves as the only PSAP in Hancock County but noted that there are several towns (Bar Harbor, Bucksport, Southwest Harbor, Ellsworth, and Mount Desert) that continue to operate dispatch services and that they will need to move towards consolidation prior to final approval.

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<sup>9</sup> *Bangor Council to Consolidate Dispatch*, Bangor Daily News (Oct. 25, 2010).

The Commission received a number of comments in support of keeping Hancock County RCC as the PSAP noting its service has worked well but expressing concern that it could lose its PSAP status if the dispatch facilities do not consolidate with Hancock County RCC and that prior attempts to consolidate with these facilities have failed. In addition, Tremont Volunteer Fire Department raised concerns about losing its dispatch facility and the City of Ellsworth PD (on behalf of themselves as well as Bar Harbor, Southwest Harbor and Bucksport PDs) said they have no interest in using Hancock County RCC for dispatch service although they support it remaining as the PSAP.

The Commission amends its Proposed Plan to keep Hancock County RCC as the PSAP for the County but does not condition this on dispatch consolidation. However, the Commission continues to urge these dispatch facilities to continue to look at the possibility of consolidating and would support funding for a consolidation study in this area.

## 7. Central Maine RCC (CMRCC)

The proposed Plan noted that CMRCC is currently the designated PSAP for Kennebec County municipalities and the Commission's recommendation is for it to remain so as long as the rate issues are resolved and the perceived service issues are satisfactorily addressed. The Plan proposed that all towns in Kennebec County would receive PSAP services from CMRCC and recommended the consolidation of dispatch services to reduce the fragmentation of PSAP and dispatch services within the region.

The Commission received a lot of opposition from towns in this area many of which also adopted resolutions opposing consolidation as a threat to local control and citing increased costs if they had to return to CMRCC.

While the Commission appreciates the cost and service concerns expressed by many municipalities about moving back to CMRCC, the Kimball Report recommended that PSAP and dispatch services be provided by regional communications centers in their areas. Furthermore, we proposed that these towns be served by CMRCC if the rate and service issues that led them to seek PSAP services from another provider were adequately addressed.

A DPS review to determine PSAP and dispatch rates at DPS PSAPs, including CMRCC, is currently underway.<sup>10</sup> We are hopeful that this may address some of the rate issues that led these municipalities to leave CMRCC.

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<sup>10</sup> Last session, the Legislature enacted An Act Relating to the Recommendations of the Office of Program Evaluation and Government Accountability Regarding Emergency Communications Services that directed DPS' Maine Communications System Policy Board to establish these fees. Public Law 2009, Chapter 617. A copy is attached as Appendix E.

With respect to the service issues, some of the municipalities that left CMRCC cited the variability in call handling and blind transfers as reasons.<sup>11</sup> Blind transfers are when calls are transferred to dispatching facilities without an introduction by the PSAP handing off the call as to the nature and location of the emergency. The OPEGA Report also stated that CMRCC sometimes compounded this problem by not remaining on the line to ensure that the caller is connected to the dispatch facility.<sup>12</sup> In these situations, the dispatch facility does not have the necessary information to follow up if the call is disconnected. The OPEGA Report cited the need for improvement in the area of standardized protocols and quality assurance practices.<sup>13</sup> The OPEGA Report recommended that the Legislature may want to consider a statewide approach to standardizing these protocols and that the Bureau may be ideally suited to assist in achieving that standardization.<sup>14</sup> Pursuant to legislation enacted last session, the Commission has a review underway to develop and implement a quality assurance program to audit and monitor compliance with emergency dispatching standards, practices and procedures for PSAPs.<sup>15</sup> As part of this process, the Commission is reviewing the protocols or standards PSAPs use to transfer calls and one outcome may be standardized call handling protocols for how calls are answered and transferred.

#### 8. Aroostook County

In the Proposed Plan, we stated that we believe Aroostook County could also benefit from a regional PSAP/dispatch configuration. We noted that several communities (Fort Kent, Caribou, Presque Isle, Houlton, and Madawaska) as well as the Aroostook Sheriff's Office continue to operate dispatch centers. The current arrangement separates the PSAP function from the dispatch function and necessitates the transfer of all calls. The most logical place for a joint PSAP/Dispatch is at the DPS Houlton RCC PSAP. Therefore, the Commission's Proposed Plan recommended that if the DPS rate issue that recently drove Aroostook County to seek PSAP services elsewhere is adequately addressed in the pending DPS rate review, DPS Houlton RCC would be the designated PSAP and dispatch center for Aroostook County.

Aroostook County and Penobscot County oppose this and want to continue the existing relationship where Aroostook gets PSAP services from Penobscot RCC. Penobscot RCC argues that demographics and radio infrastructure challenges mean independent dispatch centers will not go away in some areas and that some 9-1-1 calls will need to be transferred (noting Aroostook County is one of these places). Penobscot County RCC also states that Aroostook County does not have a regional dispatch center where all

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<sup>11</sup> See OPEGA Report at 15.

<sup>12</sup> Id.

<sup>13</sup> Id.

<sup>14</sup> Id. at 25.

<sup>15</sup> See Public Law 2009, Chapter 617.

agencies are dispatched out of one location so any 9-1-1 call going into the PSAP will require a transfer. Finally, Penobscot RCC states that it has been providing service at considerably less cost than DPS Houlton RCC was going to provide.

As there is no support for having a consolidated PSAP and dispatch facility at DPS Houlton RCC, the Commission amends its Plan to recommend that the DPS Houlton RCC PSAP be closed and the wireless calls currently served by DPS Houlton will be routed to Penobscot County RCC.

### **III. PSAP RECONFIGURATION PLAN**

#### **A. Guiding Principles for the PSAP Consolidation or Reorganization**

The Commission concluded that the most efficient and effective model for emergency call processing is a regional “full service” (call taking and dispatch) communications center and made no change to the criteria for PSAP selection proposed in the August 5 Plan

#### **B. Proposed PSAPs**

The following county RCCs are already serving as regional full service PSAPs for their counties:

1. Franklin County Sheriff's Department
2. Knox County RCC
3. Lincoln County Communications
4. Oxford County RCC
5. Piscataquis County RCC
6. Sagadahoc County Communications
7. Somerset County RCC
8. Washington County RCC
9. Waldo County RCC

The following list identifies proposed consolidations based on the guiding principles for PSAP reconfiguration.

10. Androscoggin County

Consolidates the Lewiston/Auburn 9-1-1 and Androscoggin County Sherriff's PSAPs into one.

11. Cumberland County RCC (CCRCC)

Consolidates the Westbrook and Brunswick PD PSAPs into CCRCC.

12. Portland PD

Consolidates the Scarborough PD PSAP into the Portland PD PSAP that currently serves as the PSAP and dispatch for Cape Elizabeth and the PSAP for South Portland, which is in the process of attempting to consolidate its dispatch as well.

13. Sanford RCC

Consolidates the York and Biddeford PD PSAPs into Sanford RCC, which has a new modern facility and the potential to serve as the county regional center.

14. Penobscot County RCC

Consolidates the Bangor PD into the Penobscot County RCC. Penobscot County RCC will also serve as Aroostook County's PSAP for both landline and wireless calls. DPS Houlton RCC and DPS Orono RCC will no longer be PSAPs.

15 Hancock County RCC

Hancock County RCC will serve as the PSAP for all of Hancock County. The Commission notes that there are several towns (Bar Harbor, Bucksport, Southwest Harbor, Ellsworth, and Mount Desert) that currently operate dispatch services and urges these municipalities to continue to look at consolidating these dispatch functions into the PSAP.

16 Central Maine RCC (CMRCC)

CMRCC will serve as the designated PSAP for Kennebec County municipalities as long as the rate issues are resolved and the perceived service issues are satisfactorily addressed.

17. DPS Gray RCC

DPS Gray RCC will serve as the PSAP for wireless calls originating near the interstate in York, Cumberland and Androscoggin Counties.

#### **IV. OTHER ISSUES THE RESOLVE ASKED THE COMMISSON TO EXAMINE**

##### **A. System Fragmentation and The Separation of E9-1-1 Call Processing and Dispatch Functions**

Many commenters expressed concern that the effort to consolidate PSAPs seems to be solely about saving the State money with little regard to the impact on public safety, the Commission considers the single most important reason for consolidation is to improve emergency communication service resulting in increased public safety.<sup>16</sup> For example, reducing call transfers between PSAPs and dispatch only facilities improves response times and reduces the potential for human or technology errors.<sup>17</sup> As the Kimball Report points out when 9-1-1 call taking is located in a separate facility and/or agency the flow of information becomes fragmented, as transferring of calls is necessary and this fragmentation slows down the overall response time to calls for emergency service.<sup>18</sup> Maine has an unnecessary number of call transfers because it has a large number of stand alone dispatch facilities (47).<sup>19</sup> This is why the Commission strongly feels that the consolidation of dispatch facilities into PSAPs should be the top priority in reorganization.

In addition to reducing the number of call transfers, the Kimball Report cited several other benefits of consolidation worth noting again here:

- Quicker call processing and dispatch times results in faster on-scene times for field personnel;
- Sharing of physical space enables communications between call takers, law enforcement, fire, and Emergency Medical Services (EMS) dispatchers to be virtually instantaneous;
- If large enough, a fully consolidated communications center can utilize a call taker/dispatcher organizational structure. This structure enables the call takers to focus solely on the incoming call and obtain the best information possible. The dispatcher's ability to focus solely on field personnel improves field personnel safety;

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<sup>16</sup> Kimball Report at 8.

<sup>17</sup> Id. See also OPEGA Report at 3.

<sup>18</sup> Kimball Report at 4.

<sup>19</sup> The Kimball Report stated that Maine has 60 plus dispatch centers statewide. See Kimball Report at 13. There was a typo in the NOI which said Maine has 60 plus dispatch-only facilities. See NOI at 7. There are 73 dispatch facilities in the State - this number includes the 26 that provide PSAP 9-1-1 call taking as well as dispatch. A list of the dispatch facilities is attached as Appendix F. Since the last PSAP consolidation that begin in 2003, 9 dispatch-only facilities, that previously had their own PSAPs, have voluntarily closed.

- Standardized training of all communications center employees increases regional consistency;
- A single regional communications center allows resource management during major incidents from a single point of control rather than fragmenting control among multiple PSAPs and dispatch-only sites;
- A consolidated environment will offer the opportunity for smaller participants to benefit from state-of-the-art technology, improved training, and expanded career opportunities that would not be otherwise financially or organizationally feasible;

These benefits to consolidating were considered in developing the PSAP Reconfiguration Plan.

#### B. Transfers of E9-1-1 Calls and the Absence of Key E9-1-1 Features At Dispatch-only Facilities

Some commenters suggested that the Commission consider funding technology to push the 9-1-1 automatic number information (ANI) and automatic location information (ALI)<sup>20</sup> and mapping data to the dispatch centers that lose their PSAP status.

When 9-1-1 call takers are located in a separate facility from the dispatch agency, the call taker must interview the caller to determine the name and location of the emergency. The call must then be transferred to the appropriate dispatch agency. However, dispatch-only sites do not have the 9-1-1 answering equipment to receive the name, address and phone number of the caller through ANI and ALI available to the PSAP.

There may be ways to improve the technology at dispatch-only facilities to receive this information but the Commission strongly believes that a better use of limited staff and financial resources is to focus on consolidating dispatch facilities into PSAPs. The underlying premise of the Kimball Report is to encourage the PSAP and dispatch functions to occur from within the same center and funding methodologies to encourage a separate dispatch function is contrary to this goal. In addition, as discussed above, pursuant to legislation enacted last session, the Commission is reviewing the protocols or standards PSAPs use to transfer calls and one potential outcome may be a standardized approach to the call transfer process that may mitigate some of the issues noted in the Kimball Report.

#### C. Routing of E9-1-1 Wireless Calls

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<sup>20</sup> ALI is the address information that is displayed when a caller dials 9-1-1 that assists in locating the caller and ANI is the calling party phone number information that is displayed when a caller dials 9-1-1 that assists in locating that caller.

The Kimball Report recommended that wireless calls be routed to appropriate regional PSAPs to eliminate the majority of wireless call transfers. The Kimball Report notes that currently the four DPS PSAPs answer approximately 74% of the State's wireless calls and more than one third of those are transferred to appropriate PSAP or dispatch centers.<sup>21</sup> Many county and municipal PSAPs want to get the wireless calls directly from the 9-1-1 system citing delayed responses, blind transfers, misrouted and dropped calls as ongoing problems with the current system.<sup>22</sup>

A list of the 17 PSAPs identified in the PSAP Reconfiguration Plan and their anticipated call volumes are found in Appendix G. Unless otherwise noted, the chart is based on the assumption that all towns' wireless calls would be served by their regional county PSAP regardless of where they get PSAP services today. The Commission has some concerns about the ability of Penobscot and Cumberland County RCCs to absorb their wireless calls as the call volumes in these areas are significant. We also note that the Penobscot RCC indicated in its comments that it would likely require an additional two positions to handle the wireless calls and that some municipal and county PSAPs did not comment on their ability to absorb these wireless calls.

#### D. Rate Shopping

The Kimball Report recommends that "PSAP rate shopping" should be addressed via regulation through a capped fee structure, though it does not give specific recommendations on how to implement these caps. PSAP rate shopping is a term that has been used to describe when a municipality moves from PSAP to PSAP in order to receive less expensive services and/or improved quality of service.<sup>23</sup> The Kimball Report also notes that moving from PSAP to PSAP may increase the number of 9-1-1 call transfers and creates disjointed service as well as difficulty for the Bureau in ensuring each PSAP has the equipment it needs.<sup>24</sup> When workloads fluctuate due to rate shopping, the Bureau cannot plan properly as the needs of each PSAP becomes a moving target.<sup>25</sup>

The Kimball Report also recommends restrictions on how often municipalities may change their PSAP providers. More specifically, it recommends that changing PSAPs should only be allowed once in five years, which is the typical term of the State's E9-1-1 contract.<sup>26</sup> The Maine Municipal Association (MMA) commented at the public witness hearing that the Proposed

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<sup>21</sup> Kimball Report at 4.

<sup>22</sup> Id. at 22.

<sup>23</sup> Id. at 5.

<sup>24</sup> Id.

<sup>25</sup> Id.

<sup>26</sup> Id. at 24.

Plan did not address the Kimball Report recommendation to cap rates and asked the Commission to clarify its position on the issue.

The Commission agrees with a number of commenters that addressing rate shopping is problematic. Municipalities stated that they should not be prevented from seeking a competitive rate for quality services.<sup>27</sup> While the Kimball Report did not suggest how to implement a capped fee, a review of rates at comparable PSAPs could be conducted. However, costs are different from one PSAP to another due to personnel contracts, benefits, building costs, etc., and PSAP costs are only one piece of the overall dispatch budget and difficult to isolate. For these reasons, there is no easy solution to address rate shopping.

The OPEGA Report suggested that the Legislature may want to consider options to require all emergency communications centers to use similar methodologies for setting PSAP and dispatch rates with the goal of reducing the rate disparities that add to network fragmentation.<sup>28</sup> Last session the Legislature enacted legislation<sup>29</sup> that directed DPS' Maine Communications System Policy Board to establish the fees municipalities must pay for PSAP and dispatch services provided by DPS. As we noted earlier, this rate review is underway by DPS and we are hopeful that this may address some of the concerns that led to PSAP rate shopping.

#### E. Cost Shifting and Cost Savings

MMA and a number of municipalities raised concerns about cost shifting from the State to local municipalities. They point to Section 3.3.5 of the Kimball Report which stated that although the 2003 PSAP consolidation was intended to provide a more cost effective 9-1-1 system statewide, what actually occurred was that costs for which the Bureau is responsible decreased while costs for many municipalities increased.<sup>30</sup>

The Kimball Report also emphasizes that if a PSAP is closed but the dispatch facility is not, there is a potential for cost increases for the town which then has to contract with and pay another PSAP for PSAP services while their other costs associated with the dispatch service remain the same.<sup>31</sup> The report notes that the 2003 consolidation resulted in the closing of 22 PSAPs, however, a large portion of these PSAPs also provided dispatch services and remained open as dispatch-only sites.<sup>32</sup> These new dispatch-only sites were then required

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<sup>27</sup> The recent increase in PSAP rate shopping followed a sharp increase in DPS PSAP rates. See Kimball Report at 23.

<sup>28</sup> OPEGA Report at 27.

<sup>29</sup> Public Law 2007, Chapter 617. The Board shall seek to establish fees that are based on the incremental costs of providing PSAP and dispatch services to municipalities.

<sup>30</sup> Kimball Report at 24.

<sup>31</sup> Id.

<sup>32</sup> Id. at 3 and 17.

to contract with a PSAP for 9-1-1 call processing, effectively separating call taking and dispatch functions operationally and fiscally.<sup>33</sup> The Kimball Report notes this was a problem with the prior consolidation and that further consolidation of only PSAP functions will increase the number of dispatch-only sites and widen the separation in functions.<sup>34</sup> Further reduction of PSAPs without consolidation of dispatch may also result in cost shifting to municipalities. As a result, the 15-17 PSAP configuration that the Kimball Report recommends is premised upon consolidation of 9-1-1 dispatch functions as much as possible.

The Kimball Report indicates that another primary reason, after public safety, for consolidation is cost savings.<sup>35</sup> Consolidation may mean savings at the State level in terms of equipping and maintaining fewer PSAPs. Cost savings at the local level may also result from the elimination of redundant and expensive technology such as computer aided dispatch (CAD), radio consoles and logging recorders which the 9-1-1 Fund does not pay for. That said, not all consolidations result in immediate cost savings.<sup>36</sup> In those scenarios where cost savings are achievable, the actual realization of the savings may not occur for several years because the consolidation process may also generate one-time start-up costs for facility and technology needs.<sup>37</sup>

Studies on consolidation efforts in other states have noted there are potential cost savings to municipalities. For example a 2006 study done in New Jersey found that consolidating PSAPs and dispatch has the potential to generate cost savings for state and local governments but acknowledged that it may be difficult to quantify local savings in part because these costs are often integrated into larger municipal budgets such as the police department and can be hard to isolate.<sup>38</sup> The report also notes that the full benefits of consolidation are unlikely to be achieved unless dispatch service is consolidated.<sup>39</sup>

Closer to home, according to a July 2010 article in the Maine Townsman, municipalities that have cut their emergency communications expenses in Maine have done so by consolidating their dispatch centers which can lead to significant savings in personnel costs.<sup>40</sup> The article states that Freeport dispatch is closing and moving to Brunswick, Yarmouth has moved to Falmouth and Windham will

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<sup>33</sup> Id. at 17.

<sup>34</sup> Id.

<sup>35</sup> Id. at 8-9.

<sup>36</sup> Id. at 8.

<sup>37</sup> Id. at 9.

<sup>38</sup> See e.g., John J. Heldrich Center for Workforce Development, New Jersey 911 Consolidation Study, Saving Lives, Increasing Value: Opportunities and Strategies for Consolidating New Jersey's 911 Emergency Services, Prepared for the State of New Jersey Office of Emergency Telecommunications Services at 21 (October 2006)(New Jersey Consolidation Report).

<sup>39</sup> Id.

<sup>40</sup> Douglas Rooks, *Further Consolidation of PSAPs Anticipated*, Maine Townsman at 11 (July 2010).

use the services of Cumberland County and that all of these towns are reporting substantial budget savings as a result.<sup>41</sup> More specifically, the article states that Gorham, which became Cumberland County RCC's first major new client in 2005, has saved nearly \$1 million over its previous dispatch costs or \$200,000 per year, Gray saved \$200,000 a year, Cumberland estimates savings at \$80,000 per year and Windham expects to save \$130,000.

#### F. Lack of Collaboration Among State, County and Local Agencies

The Kimball Report noted an apparent lack of collaboration between State, county and municipal agencies that began with the last PSAP consolidation process and continues to this day.<sup>42</sup> There is no single way to resolve this issue but the Commission offers two recommendations:

- Establish a uniform call answering and transfer standard for all PSAPs to adhere to. As discussed above, the Commission is currently having a study done to determine what the best approach to this issue is in Maine. The results of the study will be available in February 2011. The Commission expects this report will also include auditing of adherence to this standard.
- Settle on a number of PSAPs once and for all. The constant uncertainty of whether more PSAPs will be consolidated makes it difficult for PSAPs to plan and make investment decisions for the future. Furthermore, it sets up a competitive environment rather than a team atmosphere which is better suited for public safety.

#### G. Coordinating Consolidation with Next Generation 911

While the Legislature is considering PSAP consolidation, the Commission is working on the evolution of 9-1-1 to what is known as Next Gen 911 (NG911). With NG911 comes the challenge of integrating communications devices that do not use traditional means to access the 9-1-1 system. Residents of Maine are quickly adopting these new technologies in their cars, computers and cell phones and have the expectation of being able to communicate with today's 9-1-1 system. A network and PSAP originally intended to carry and receive voice and a small amount of data must soon be ready to support substantial amounts of data, including pictures and video provided by the calling public. The anticipated impact of a NG 9-1-1 system on communications centers must be considered as we strive for better service and coordination of effort, operational consistency, and cost economies in delivering public safety services. For example, remaining dispatch-only sites will not be able to receive the benefits of NG911 technology with their existing equipment. Thus, those dispatch-only sites will either be expensive to upgrade or they will be operating at a disadvantage. The

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<sup>41</sup> Id.

<sup>42</sup> Kimball Report at 6.

Commission believes that cost savings of consolidation at the State level to the E9-1-1 Fund would come from the avoiding costs by transitioning to and maintaining fewer PSAPs as we deploy NG911. These savings are not personnel cost savings as the E9-1-1 fund does not pay for personnel.

A couple of commenters inquired about the Proposed Plan's calling for PSAP consolidations to take effect on or before July 1, 2013 and asked the Commission to clarify how this fits in with the timeframe for NextGen. The Commission suggests that PSAP consolidation be done in conjunction with implementing changes for NG911.

#### H. Consolidation Incentive Program

The Kimball Report recommends that the Commission offer financial incentives to local municipalities to consolidate both PSAP and dispatch functions into the proposed regional PSAP. We note that some commenters asked the Commission to provide funding for studies and financial incentives to foster voluntary combined PSAP/dispatch consolidation including MMA which believes it is generally preferable for the State to provide incentives to support the actions it desires rather than mandates.

The establishment of these incentives will encourage the use of regional communication centers and pay for a portion of the costs associated with consolidation. Incentives provide a "carrot" that can reward and reinforce movement toward consolidation. The goal of this three part incentive program is to encourage local municipalities to consolidate both PSAP and dispatch functions in the proposed regional PSAP in an effort to decrease the fragmentation of PSAP and dispatch services. Incentives should be provided, where appropriate to those PSAPs currently providing full service communications for their communities.

##### 1. Dispatch Services Financial Support

The Commission proposes offering a financial incentive to offset the dispatch rates charged to a municipality that has fully consolidated its PSAP and dispatch services within its designated region. Full consolidation means that at a minimum PSAP services, law enforcement dispatch services and any other municipal run fire or EMS service is dispatched from the same facility. The proposed incentive is \$1.00/per capita based on the 2010 census (or other recognized population model). The incentive would commence FY12 (July 2011) and would sunset after three years. Furthermore, if a municipality elects to utilize another dispatch facility, the incentive would stay with the original regional PSAP. To be eligible, a municipality must be considered fully consolidated by January 1 of each year the financial incentive is offered. This is the same incentive we proposed in the August 5 Plan.

## 2. Funding for Consolidation Studies and Incentive Programs

The Commission proposes offering grants of up to \$50,000 per region for the purpose of studying, planning and executing full consolidations. Several counties have never had a regional consolidation study conducted. To encourage this regional PSAP and dispatch center concept to move forward, we also recommend that the incentive funds would not be tied to accepting and implementing the study's recommendation. This is a change from our Proposed Plan. We recommend that these studies be done and completed in the next fiscal year to be concluded by July 1, 2012.

## 3. Upfront Costs Incentive

We also propose making grants available to fund necessary upfront costs associated with consolidating into a regional center. Comments from those supportive of consolidation cited the upfront costs associated primarily with technology as a significant obstacle to consolidation. Therefore, we added this incentive to our proposal. However, to encourage municipalities move as quickly as possible towards consolidation, we recommend that this provision be sunset in three years.

The estimated costs for these proposed incentives are:

\$1/per capita	\$1.0 million
Study Grants	\$350,000
Consolidation Grants	\$1.0 million
Total per year:	\$2,350,000
Surcharge:	.13/per month increase

The Commission is certainly sensitive to proposals that would increase the E9-1-1 surcharge and offers some information on what other states have done in this area as the Legislature considers possible financial incentives. The Kimball Report points out that in Massachusetts, the 9-1-1 program has a grant program that encourages the development and/or improvement of regional emergency communication efforts. The funding for feasibility studies and regional development, expansion, or upgrade is distributed on a competitive basis and the Department had a total of \$8 million available for FY10. Just recently, Massachusetts's 9-1-1 Department awarded \$332,000 for two sets of communities to study the pros and cons of regional emergency services dispatch centers and look at whether a combined facility can save money and provide better

emergency services for local towns.<sup>43</sup> These grants were part of \$10 million released by Governor Deval Patrick to develop or study regional call centers.<sup>44</sup>

The New Jersey Consolidation Report referenced earlier states that research in other states has found that state policy can influence the direction of local consolidation. According to the report, 9-1-1 Directors in other states believe that state mandates are not effective in forcing local consolidation but that the State can play a role in creating an environment constructive to local consolidation and allow local authorities to work out the details.<sup>45</sup> The report also notes that other states have encouraged consolidation of dispatch and PSAPs typically through financial incentives.<sup>46</sup>

#### I. Legislative Issues

Depending on what action, if any, the Legislature decides to take regarding this report and PSAP Reconfiguration Plan, legislative changes would likely be needed in certain areas. The Commission will certainly assist the Legislature with any legislation needed to implement whatever action the Legislature decides to take on these issues.

### V. FINDINGS AND RECOMMENDATIONS

The Commission manages the State's E9-1-1 system and takes this responsibility very seriously. There are many factors to consider in consolidating PSAP and dispatch services and coming up with a Plan to consolidate the existing 26 PSAPs down to 15-17 PSAPs is not an easy task. At the time the Kimball Report was issued and the Legislature enacted the Resolve directing the Commission to come up with a plan for implementing the Kimball Report recommendations, it was not known what the level of interest would be in consolidating dispatch-only sites. Throughout this proceeding, however, there has been significant opposition to forced PSAP and/or dispatch consolidation. Consolidating PSAPs down from the current 26 to 15-17 without dispatch consolidation will result in more fragmentation of the system which the Commission believes may adversely affect public safety as it will result in more E9-1-1 call transfers. Thus, the Commission recommends consolidation of PSAPs if dispatch consolidation occurs as well, as a more significant improvement in public safety will be achieved with dispatch consolidation and, therefore, this should be the top priority.

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<sup>43</sup> See Towns to Study Regional Dispatch (Oct. 17, 2010) at: [www.boston.com/news/local/massachusetts/articles/2010/10/17/state\\_grants\\_will\\_fund\\_study\\_of\\_regionalizing\\_emergency\\_dispatch](http://www.boston.com/news/local/massachusetts/articles/2010/10/17/state_grants_will_fund_study_of_regionalizing_emergency_dispatch)

<sup>44</sup> Id.

<sup>45</sup> New Jersey Consolidation Report at 33.

<sup>46</sup> Id. at 35.

Having considered all the comments and information received in this proceeding, the Commission, as it did in the prior consolidation process that began in 2003, concludes that consolidation works best when it is done voluntarily with willing partners. As a result, the Legislature may want to consider focusing on providing the necessary financial incentives to encourage voluntary consolidation as a first step. Finally, if the Legislature moves ahead with PSAP consolidation it will be necessary to have that decision made during the upcoming session as any consolidations will impact the RFP process for the next 9-1-1 services contract which we expect to release in July of 2011.

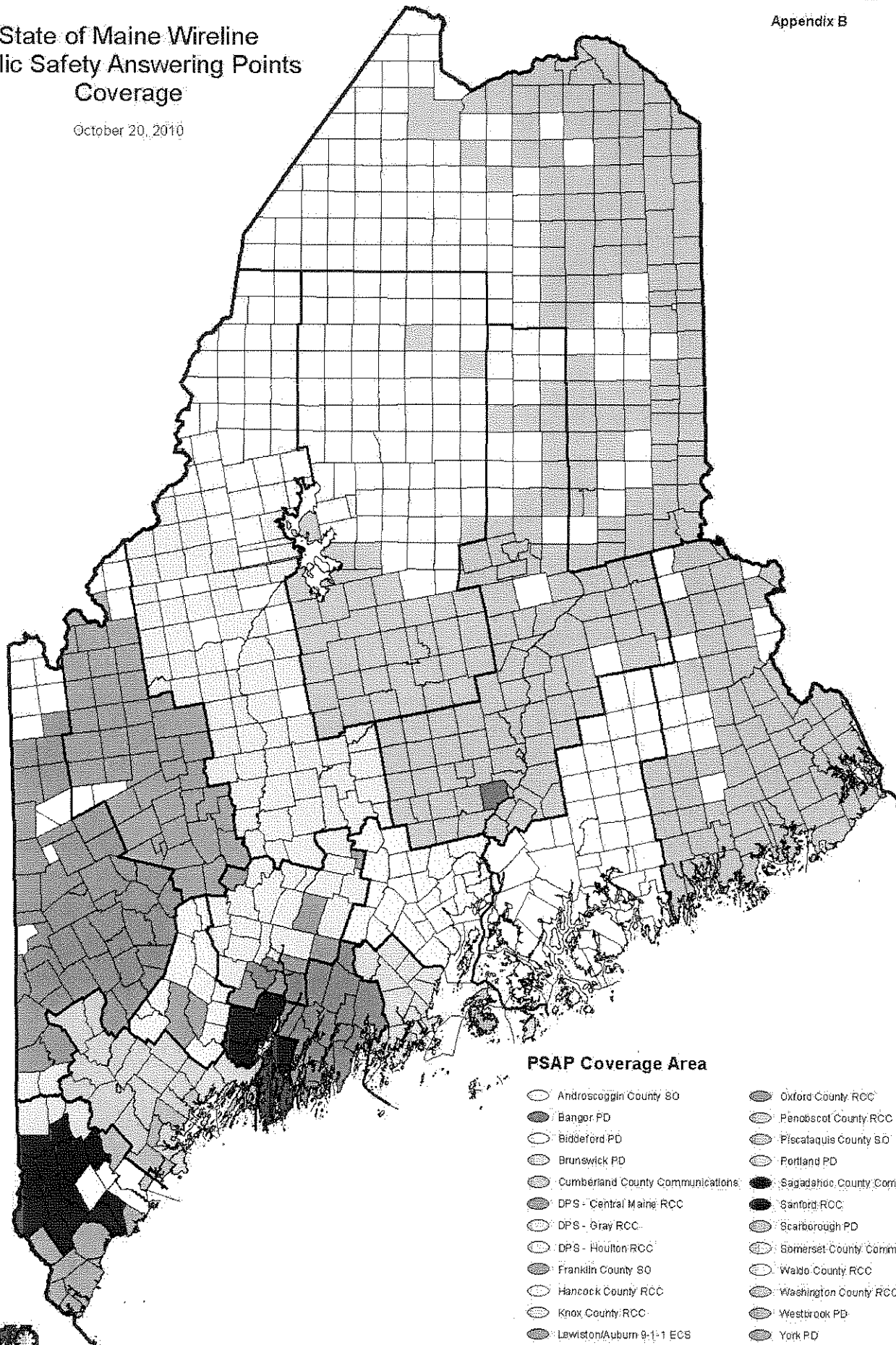
## ***Maine PSAPs by County***

<b><i>County</i></b>	<b><i>PSAP</i></b>
<i>Androscoggin</i>	Androscoggin County SD Lewiston/Auburn 9-1-1
<i>Aroostook</i>	DPS - Houlton RCC
<i>Cumberland</i>	Brunswick PD Cumberland County RCC DPS - Gray RCC Portland PD Scarborough PD Westbrook PD
<i>Franklin</i>	Franklin County SD
<i>Hancock</i>	Hancock County RCC
<i>Kennebec</i>	DPS - CMRCC
<i>Knox</i>	Knox County RCC
<i>Lincoln</i>	Lincoln County Communications
<i>Oxford</i>	Oxford County RCC
<i>Penobscot</i>	Bangor PD DPS - Orono RCC Penobscot County RCC -
<i>Piscataquis</i>	Piscataquis County SD
<i>Sagadahoc</i>	Sagadahoc County Communications
<i>Somerset</i>	Somerset County RCC
<i>Waldo</i>	Waldo County RCC
<i>Washington</i>	Washington County RCC
<i>York</i>	Biddeford PD Sanford RCC York PD

# State of Maine Wireline Public Safety Answering Points Coverage

October 20, 2010

Appendix B



## PSAP Coverage Area

- |                                    |                                   |
|------------------------------------|-----------------------------------|
| ○ Androscoggin County SO           | ● Oxford County RCC               |
| ● Bangor PD                        | ● Penobscot County RCC            |
| ○ Biddeford PD                     | ● Piscataquis County SO           |
| ● Brunswick PD                     | ○ Portland PD                     |
| ● Cumberland County Communications | ● Sagadahoc County Communications |
| ● DPS - Central Maine RCC          | ● Sanford RCC                     |
| ○ DPS - Gray RCC                   | ● Scarborough PD                  |
| ○ DPS - Houlton RCC                | ○ Somerset County Communications  |
| ● Franklin County SO               | ○ Waldo County RCC                |
| ○ Hancock County RCC               | ● Washington County RCC           |
| ○ Knox County RCC                  | ● Westbrook PD                    |
| ● Lewiston/Auburn 9-1-1 ECS        | ● York PD                         |
| ● Lincoln County 9-1-1             | ○ No wireline phone coverage      |



Responses to Notice of Inquiry Dated 6/15/2010		Appendix C
<b>ORGANIZATION NAME</b>	<b>FILER</b>	
COUNTY OF AROOSTOOK	DOUGLAS	BEAULIEU
PENOBSCOT COUNTY	JAMES	RYAN, JR.
CUMBERLAND COUNTY REGIONAL COMMUNICATIONS CENTER	WILLIAM	HOLMES
TOWN OF WINSLOW	MICHAEL	HEAVENER
FRANKLIN COUNTY SHERIFFS DEPT.	KYLE	ELLIS
CUMBERLAND COUNTY REGIONAL COMMUNICATIONS CENTER	ROBERT	LEFEBVRE
RUMFORD POLICE DEPT.	STACY	CARTER
MAINE EMERGENCY COUNTY COMMUNICATIONS ASSN.	OWEN	SMITH
NEW SHARON FIRE AND RESCUE	JEFF	BRACKETT
HANCOCK COUNTY REGIONAL COMM CENTER	RENEE	WELLMAN
HOUSE OF REPRESENTATIVES	PAUL	GILBERT
WALDO COUNTY REGIONAL COMM CENTER		
KNOX REGIONAL COMMUNICATIONS CENTER	LINWOOD	LOTHROP
WASHINGTON COUNTY EMERGENCY MANAGEMENT AGENCY	MICHAEL	HINERMAN
FARMINGTON FIRE	S CLYDE	ROSS
GREATER FRANKLIN DEVELOPMENT CORP	ALISON	HAGERSTROM
OXFORD COUNTY RCC	LINDA	LEWIS
NORTHSTAR EMERGENCY MEDICAL SERVICES	DAVID	ROBIE
WATERVILLE POLICE DEPARTMENT	JOSEPH	MASSEY
FRANKLIN COUNTY	MELINDA	CATON
CITY OF WESTBROOK	GREGORY	HAMILTON
SAGadahoc COUNTY COMMUNICATIONS	BRODIE	HINCKLEY
WALDO COUNTY COURT OF COMMISSIONERS	AMY	FOWLER
FRANKLIN COUNTY EMERGENCY MANAGEMENT AGENCY	TIMOTHY	HARDY
FARMINGTON FIRE RESCUE	TERRY	BELL
FRANKLIN COUNTY COMMISSIONERS	GARY	MCGRANE
EMA	THOMAS	STANDARD
TOWN OF ALFRED	DAVID	LORD
TOWN OF WATERBORO	DENNIS	ABBOTT
SOMERSET COUNTY COMMUNICATIONS CENTER	MICHAEL	SMITH
COUNTY OF WASHINGTON	BETSY	FITZGERALD
NORTHERN OXFORD REGIONAL D/B/A MED-CARE	DEAN R	MILLIGAN
OXFORD FIRE RESCUE	SCOTT	HUNTER
KENNEBEC COUNTY COURTHOUSE	ROBERT	DEVLIN
TOWN OF OLD ORCHARD BEACH	JACK	TURCOTTE
LINCOLN COUNTY 9-1-1 COMMUNICATIONS	ROBERT	BICKFORD
FRANKLIN COUNTY SHERIFF'S OFFICE	STANLEY	WHEELER
BRUNSWICK EMERGENCY COMMUNICATIONS OFFICERS ASSO.	SONIA	MOELLER
FRANKLIN COUNTY	MEAGAN	GABOURY
YORK POLICE DEPARTMENT	ROBERT	SCAMMAN
BRUNSWICK POLICE DEPARTMENT	KEVIN	SCHOFIELD
PORTLAND POLICE DEPARTMENT	THOMAS	CAVANAUGH
FRANKLIN COUNTY FIREFIGHTERS ASSO.	JAMES	GOULD
LEWISTON-AUBURN 9-1-1	PHYLLIS	GAMACHE-JENSEN
OXFORD COUNTY RCC	JAMES	MICLON
HOUSE OF REPRESENTATIVES	SHERYL	BRIGGS
HOUSE OF REPRESENTATIVES	THOMAS	SAVIELLO
TOWN OF WINTHROP	CORNELL	KNIGHT

OXFORD COUNTY EMA	KEVIN	PARKER
45TH PARALLEL EMA	HARRY	BROWN
SCARBOROUGH PUBLIC SAFETY	MICHAEL	THURLOW
OXFORD RCC	EDWARD	QUINN
PISCATAQUIS COUNTY COMMISSIONERS	MARILYN	TOURTELOTTE
MAINE CHAPTER OF ENA	MICHAEL	SMITH
KENNEBUNKPORT POLICE DEPT.	DEBORAH	LAROCHE
DEPT. OF PUBLIC SAFETY	CLIFF	WELLS
MAINE MUNICIPAL ASSO.	JEFFREY	AUSTIN
BANGOR POLICE DEPARTMENT	RONALD	GASTIA
SANFORD POLICE DEPT.	THOMAS	CONNOLLY, JR.
FRANKLIN COUNTY COMMISSIONER	FRED	HARDY
RANGELEY TOWN OFFICE	PERRY	ELLSWORTH
FRANKLIN COUNTY	VICTOR	CORMIER
UNKNOWN	MARJORIE	GROVER
TOWN OF TURNER	EVA	LEAVITT
FRANKLIN COUNTY COMMISSION	IRVING	FAUNCE
TOWN OF LISBON	STEPHEN	ELDRIDGE
WALDO COURT OF COUNTY COMMISSIONERS	AMY	FOWLER
FRANKLIN COUNTY AMATEUR RADIO EMERGENCY SERVICE	J. ALBERT	MCDANIEL
LINCOLN COUNTY 9-1-1 COMMUNICATIONS	ROBERT	BICKFORD
CITIES OF LEWISTON & AUBURN	AHO, GLENN	BARRETT, EDWARD
HOUSE OF REPRESENTATIVES	JARROD	CROCKETT
TOWN OF CHINA	DANIEL	L'HEUREAUX
CITY OF AVON	ROBERT	ELLIS
TOWN OF SUMNER	CYNTHIA	NORTON
TOWN OF TEMPLE	KATHLEEN	LYNCH

# **Commentor on Proposed Plan Issued 8/5/2010**

<b>ORGANIZATION NAME</b>	<b>FILER</b>	
COUNTY OF AROOSTOOK	DOUGLAS	BEAULIEU
HOUSE OF REPRESENTATIVES	JARROD	CROCKETT
CCRCC	GARY	SACCO
CITY OF PENOBSCOT	STEPHEN	STANLEY
WASHINGTON COUNTY EMERGENCY MANAGEMENT AGENCY	MICHAEL	HINERMAN
PISCATAQUIS COUNTY SHERIFF'S OFFICE	DAVID	ROBERTS
TOWN OF LISBON	STEPHEN	ELDRIDGE
TOWN OF BRUNSWICK POLICE DEPT.	RICHARD	RIZZO
CITY OF WATERVILLE	MIKE	ROY
TOWN OF SANFORD	MARK	GREEN
TOWN OF SIDNEY	SHAWN	FOYE
PENOBSCOT REGIONAL COMM C	JAMES	RYAN
TOWN OF SANFORD	BILL	BOTTING
ANDROSCOGGIN COUNTY COMMISSIONERS	PATRICIA	FOURNIER
SOUTH CHINA VOLUNTEER FIRE DEPT.	RICHARD	MORSE
MAINE CHAPTER OF NATIONAL EMERGENCY NUMBER ASSOCIATION	MICHAEL	SMITH
TOWN OF FARMINGDALE	EUGENE	MOREAU
WESTBROOK POLICE DEPARTMENT	WILLIAM	BAKER
TOWN OF WINTHROP	CORNELL	KNIGHT
TOWN OF WINSLOW	PAMELA	SMILEY
WATERVILLE POLICE DEPARTMENT	WILLIAM	BONNEY
TOWN OF OAKLAND	PETER	NIELSEN
COUNTY OF OXFORD	JAMES	MICLON
CITY OF HALLOWELL	TODD	SHEA
TOWN OF OLD ORCHARD BEACH	JACK	TURCOTTE
TOWN OF RANDOLPH	EDWARD	GORHAM
TOWN OF WEST GARDINER	VICTOR	GOODWIN, SR.
TOWN OF CHINA	DANIEL	L'HEUREUX
SCARBOROUGH PUBLIC SAFETY COMMUNICATIONS	B MICHAEL	THURLOW
DEPT OF PUBLIC SAFETY	CLIFF	WELLS
YORK POLICE DEPARTMENT	ROBERT	SCAMMAN
HANCOCK COUNTY RCC	RENEE	WELLMAN
MAINE COUNTY COMMISSIONERS ASSOCIATION	ROBERT	HOWE
CITY OF ELLSWORTH	JOHN	DELEO
BAGADUCE AMBULANCE	INGRID	SCOTT
BAR HARBOR	NATHAN	YOUNG
BUCKSPORT POLICE DEPT.	SEAN	GEAGAN
SOUTHWEST HARBOR	DAVID	CHAPAIS
TOWN OF WEST GARDINER	VICTOR	GOODWIN
LINCOLN COUNTY 9-1-1 COMMUNICATIONS	ROBERT	BICKFORD
HOUSE OF REPRESENTATIVES	SHARON	TREAT
TREMONT VOLUNTEER FIRE DEPARTMENT	JAMES	KEENE
TOWN OF LAMOINE	JOSEPHINE	COOPER
TOWN OF CLINTON	AARON	CHROSTOWSKY
TOWN OF READFIELD	STEFAN	PAKULSKI
HANCOCK COUNTY SHERIFF'S DEPT.	WILLIAM	CLARK
ANDROSCOGGIN COUNTY COMMISSIONERS	RANDALL	GREENWOOD

TOWN OF BELGRADE	DENNIS	KESCHL
MAINE CHIEFS OF POLICE ASSN	ROBERT	SCHWARTZ
MAINE CHIEFS OF POLICE ASSOCIATION	ROBERT	SCHWARTZ
BROWN & MEYERS		
CITY OF AUGUSTA	WILLIAM	BRIDGEO
MAINE COUNTY COMMISSIONERS ASSOCIATION	AMY	FOWLER
SCARBOROUGH PUBLIC SAFETY	MICHAEL	THURLOW
SCARBOROUGH PUBLIC SAFETY	ROBERT	MOULTON
MAINE CHAPTER OF NENA	MICHAEL	SMITH
HANCOCK COUNTY RCC	RENEE	WELLMAN
CITY COUNCIL OF AUGUSTA		
MAINE MUNICIPAL ASSOCIATION	JEFFREY	AUSTIN
OXFORD COUNTY LEGISLATIVE DELEGATION	TERRY	HAYES

## SUMMARY OF COMMENTS ON PSAP RECONFIGURATION PLAN

### I. Franklin, Lincoln, Knox, Oxford, Piscataquis, Sagadahoc, Somerset, Washington and Waldo Counties

PUC Proposed Plan: No change as these represent a single PSAP in a single county and provide combined PSAP 9-1-1 call taking and dispatch now for their counties.

Comments in Support: Rep. Crockett (Franklin County RCC and Oxford County RCC); Oxford County Legislative Delegation, Oxford County RCC, Washington County Emergency Management Agency, Piscataquis RCC and Lincoln County 9-1-1

- Pleased with thought and deliberations by the Commission – Plan embraces concept of unified PSAP and dispatch which is crucial to overall efficiency and accuracy in emergency communications and response efforts;
- Positive step in streamlining PSAP and dispatch in Maine;
- Generally finds plan makes the most sense for Maine citizens and follows Kimball Report;
- Proposed financial incentive should encourage municipalities to consolidate and may remedy some fragmentation issues;
- All cell 9-1-1 calls within the jurisdiction of the Oxford County PSAP should be directed to the Oxford County RCC for expedited, uninterrupted and safe answering of emergency services;
- Dispatch is a local issue - if town chooses to pay for its own dispatch they should be able to do so;
- While some comments expressed support for this part of the Plan – they do not support forcing municipalities to use a specific PSAP noting the cost and service issues that may have led them to choose another provider; and
- Accept that there should be limits on rates, requirements on length of contracts, other restrictions to prevent rate shopping but existing relationships should be honored.

Comments in Opposition: None.

### II. Androscoggin County

PUC Proposed Plan: Androscoggin County Sheriff's Department PSAP co-locate into Lewiston Auburn (L/A) 9-1-1 PSAP which has the infrastructure to support this with minimal modifications.

Comments in Support: L/A 911, Androscoggin County Commissioners (County Commissioners voted 2-1 on September 15, 2010 in support of single 9-1-1 answering/dispatch center). The Town of Lisbon did not have an issue with their consolidation.

Comments in Opposition: None.

### **III. Cumberland County**

PUC Proposed Plan: Would be 2 PSAPs – 1) Cumberland County RCC (Brunswick and Westbrook PD PSAPs would be consolidated in as Cumberland RCC has the potential to accommodate expanded responsibility. Also recommended DPS consider co-locating with Cumberland RCC) and 2) Portland PD (Scarborough PD PSAP would be consolidated in – Portland population is large enough to justify additional PSAP in the County).

Comments in Support: None.

Comments in Opposition: Brunswick PD PSAP, Scarborough PD PSAP, Scarborough Fire Chief and City of Westbrook. Cumberland County RCC is opposed to mandated PSAP reductions but if Legislature adopts the Plan, it welcomes the opportunity to meet with Brunswick and Westbrook PDs to discuss potential consolidation. CCRCC does not want to pursue agreement with DPS to co-locate services at CCRCC but would meet to talk about consolidation if DPS is interested in that. DPS also had concerns about co-locating.

- Oppose mandated PSAP reductions or mandated PSAP providers and believe it may negatively affect public safety;
- Concern consolidation may be about saving the State money with little regard for safety, concerns about cost shifting to municipalities and creating an unfunded mandate;
- Concerns about tapping E9-1-1 Fund for non E9-1-1 related purposes, should increase the surcharge (Maine's is one of the lowest in the country) to adequately fund the system;
- Should not legislatively force consolidation (will happen voluntarily when similarly minded agencies and communities discover common goals and efficiencies that make sense);
- Brunswick PD PSAP believes they meet recommendations in Kimball Report in that they are already providing PSAP and dispatch
- Concern that closing PSAP could cost counties and not improve level of service;
- County boundaries alone are insufficient to determine number and location of PSAPs - should consider call volume, historical record of consolidation of PSAP services, new technology, cost analysis of cost per capita to operate the PSAP, quality of service historically provided by the PSAP;

- Scarborough PSAP has been Old Orchard's PSAP since 2003 – has been working on a full dispatch consolidation plan that has been derailed because of the possibility that Scarborough may lose its PSAP;
- PUC should increase proposed funding for studies and financial incentives to foster voluntary combined PSAP/dispatch consolidation;
- PSAPs should be allocated where they will have the greatest impact on public safety which is the larger population centers that generate the most emergency calls for service - Cumberland County is the most populated and produces most 911 calls – is appropriate to keep number of PSAPs here to serve this growing population;
- Scarborough has concerns about costs involved in consolidating with Portland and did a cost benefits analysis;
- State is not in a position to mandate how many communities can continue to maintain their own dispatch centers – this is a local decision and continuing to cut PSAPs will exacerbate problems identified in the Kimball Report;
- It's unlikely that all agencies slated to lose their PSAPs will end up consolidating dispatch as envisioned in the plan;
- Should consider funding technology to push the E911 ANI/ALI and mapping data to the dispatch centers that lose their PSAP status;
- To eliminate rate shopping and transfer of costs from the State to local taxpayers, PUC should determine equitable reimbursement rate that would be paid from the surcharge to the various PSAPs to offset their cost of providing service. E9-1-1 is a critical service and costs should be borne by the surcharge not individual communities forced to give up their PSAPs and contract with others to get the same services they used to provide;
- Proposed financial incentive is not enough (proposed \$1.00 per capita does not come close to covering start up costs).

#### **IV. York County:**

PUC Proposed Plan: Sanford RCC has a new modern facility with the potential to serve as a regional center would be the PSAP (York and Biddeford PD PSAPs would be consolidated in)

Comments in Support: Towns of Sanford and Old Orchard Beach

- Support basic outline of the plan;
- Thoroughness of the process PUC has used re: consolidation of communications systems is appreciated;
- Sanford has the additional capacity and is anxious to expand – has some concern about whether 2013 completion date is realistic given the fact that Sanford currently only services 10 of the 29 towns in York;
- Providing dispatch and PSAP services from the same center is better from both an efficiency and service delivery perspective;

- Assistance from the State (grants and loan) will remove a significant obstacle to consolidation;
- Old Orchard Beach has been working to close dispatch since July, Kimball and OPEGA Reports contained compelling arguments for moving to a regional full service PSAP/dispatch center – Town cited technological reasons and long term cost saving measures as reasons it supports Proposed Consolidation Plan (also did cost analysis of closing dispatch and sought more financial incentives);
- Old Orchard Beach has a concern with the timing of closing its dispatch and the financial incentive deadline – Town is working to transition to the Sanford PSAP prior to FY2012 and wants to ensure communities are not penalized for working to be fully consolidated prior to the start of FY2012).
- Should increase or extend financial incentives;
- Appreciate incentive plan but thinks grants to cover transition costs for upfront equipment and training would be more helpful and result in an easier transition for municipalities deciding to consolidate;
- Support reimbursement to towns that have already consolidated.

Comments in Opposition: York PD PSAP Group (Towns of York, Ogunquit, Kittery, Eliot, South Berwick, Berwick, Wells and Kennebunkport)

- Want to continue to receive 9-1-1 calls for these downs at the York PSAP;
- Current incentive program is not substantial enough to garner enough support;
- Town of York bought land for \$2 million and is in the process of building a new PD with plans to include new state of the art communications/PSAP center (believes it will be ready by July 1, 2013) and could operate in a cooperative venture with the new Sanford RCC. Are already a consolidated dispatch center in that they provide dispatch services for Ogunquit's police, fire and ambulance as well as York's and are in preliminary stages of discussions with several communities they current provide PSAP services to likewise do dispatch;
- Want us to consider allowing 2 PSAPs in York County - cites 2 in Cumberland County because of size and cites US Census Data showing similar situation in York County.

## **V. Penobscot County:**

PUC Proposed Plan: Penobscot County RCC which could potentially be expanded to accommodate the addition of Bangor. Also recommended DPS consider co-locating within.

Comments in Support: Penobscot RCC

- Supports keeping dispatch and PSAP services under one roof when possible but demographics and radio infrastructure challenges mean

independent dispatch centers will not go away in some areas and 9-1-1 call transfers will continue (cites Aroostook County as one of these places) - in these cases independent agencies or counties should have the right to decide who handles their calls'

- Charging service fees per capita does not work (user fees must be fair to all areas and based on volume of work that the PSAP/dispatch center is providing);
- Cell calls should be directed to the agency that is going to be dispatching that area, supports sending all cell calls in Penobscot and Aroostook County to PRCC and sending calls from interstate 95 to appropriate DPS dispatch centers in each county;
- Consolidation of Bangor with Penobscot RCC is a decision up to Bangor but taking on workload for Bangor would require Penobscot RCC to bring on minimum of 8 new staff and additional cell calls probably require adding 2 more;
- Additional consoles, radios and 911 equipment would be needed but could be a 1 time expense (if Bangor willing to join PRCC and willing to give up consoles and equipment this cost would be minimal);
- Financial incentives will help (recommends \$1.00 per person be annual payment as the expense will not go away and should not be put on local taxpayers);
- Tapping the E9-1-1 Fund for non E9-1-1 purposes needs to stop.

Comments in Opposition: The Bangor PD PSAP is opposed and DPS had concerns regarding co-location.

## **VI. Hancock County**

PUC Proposed Plan: Hancock County be conditionally approved as PSAP - noted several towns (Bar Harbor, Bucksport, SW Harbor , Ellsworth and Mount Desert) continue to operate dispatch and they need to move towards consolidation prior to approval).

Comments in Support: The Commission received a number of comments from people supportive of keeping Hancock County RCC as the PSAP but not wanting to condition that on dispatch consolidation as local municipalities maintain control over dispatch centers and prior attempts at consolidating these dispatch facilities have failed. Comments were received from the Lamoine Board of Selectmen, Bagaduce Ambulance Corps, Hancock County RCC, Washington County Emergency Management Agency, and the Hancock County Sheriff's Department.

- Operations and financial impacts will increase with addition of 5 dispatch centers and estimates timeline to implement any consolidation requires minimum of 6 months. Hancock County RCC supports continuing to work toward consolidations of these dispatch facilities. Hancock County

Commissioners also support continuing to work toward consolidating dispatch;

- Incentive program may provide some assistance initially but will disappear while increased costs will not.

Comments in Opposition: City of Ellsworth PD (comments also on behalf of Bar Harbor, Southwest Harbor and Bucksport PDs)

- The Commission should not dictate to municipalities what level of service they decide to provide residents – the municipalities mentioned above have no interest in using Hancock County for dispatch;
- Support Hancock County remaining the PSAP but don't believe it would be detrimental to public safety for another location to be a PSAP;
- Wants us to look at NH model - cites NH E9-1-1 website statistics regarding call volumes, thinks Maine could adopt NH style, that it would be cost effective and result in savings to municipalities and some counties;
- Decisions about local dispatch centers should be left to municipalities.

Tremont Volunteer Fire Department President raised concerns about losing Southwest Harbor Dispatch (Mount Desert Island has some dead areas Hancock County RCC can't reach).

## **VII. Kennebec County**

PUC Proposed Plan: CMRCC would remain the County PSAP as long as the rate issues are resolved and the perceived services issues are satisfactorily addressed. All towns in the County would get PSAP services from CMRCC and the Plan recommended consolidation of dispatch.

Comments in Support: None.

Comments in Opposition: Rep. Treat (Farmingdale Selectmen have asked her to introduce a bill that would reverse any decision to mandate communities contract with CMRCC for 9-1-1 calls and dispatch services), Waterville PD, Towns of Sydney, Farmingdale, Randolph, Readfield, Clinton, Winthrop, Winslow, China, West Gardiner, and Oakland, Cities of Augusta, Hallowell and Waterville, the South China Voluntary Fire Department, Gardiner Professional Firefighters, Fire Chief for the Town of Pittston, and the Chairman of the Pittston Board of Selectmen.

- Cite cost increase and service issues with moving back to CMRCC
- Municipalities should be able to choose where they receive PSAP services;
- State is proposing a mandate on local government that the State is not willing to pay for (towns don't want to be forced to spend more at CMRCC when they are satisfied with Somerset and Lincoln County PSAPs);

- A number of towns adopted resolutions opposing the consolidation plan (Sydney, Randolph, Winthrop, China, Winslow, West Gardiner, Augusta, Clinton and Oakland) citing threat to local control and cost issues;
- Incentive program will not encourage them to support the plan;
- While there may be some merit with the consolidation of PSAPs and dispatch services, consolidation should be done voluntarily not mandated.

Senator McCormick and Representative Fossel attended the public witness hearing and also raised cost and service issues at CMRCC.

## **VIII. Aroostook County**

PUC Proposed Plan: Most logical place for joint PSAP/dispatch is DPS Houlton – it should be the PSAP if DPS rate issue that recently drove Aroostook County to seek PSAP services elsewhere is addressed

Comments in Support: None.

Comments in Opposition: Aroostook County, Penobscot County Commissioners and Maine County Commissioners Association.

- Aroostook County wants to continue to be able to contract for services from Penobscot RCC, believes this meets Kimball Report goals;
- Commission and Maine Legislature should not mandate specific dispatch configuration;
- Penobscot County agrees with Aroostook County comments, Aroostook County does not have a regional dispatch center where all agencies are dispatched out of one location so any 9-1-1 call going into the PSAP will require a transfer. Penobscot RCC has been providing this service at a considerably reduced cost than DPS was going to provide;
- Towns should not be forced back to DPS Houlton.

## **IX. Miscellaneous Comments (Not County Specific)**

### National Emergency Number Association

- Opposes mandatory consolidation of PSAPs (concern about adverse effect on level of services);
- Concerns about use of E9-1-1 Fund for non E9-1-1 purposes.

DPS – proposes a 2 PSAP model (notes 2 PSAP model in NH and single PSAP in Los Angeles) to be funded and operated by the 9-1-1 surcharge (to be accomplished through the rebidding of the E9-1-1 service contract for NextGen). Argues this would:

- Reduce system fragmentation by consolidating E9-1-1 call functions into a single entity that distributes calls to local dispatch center (notes comments show little willingness to voluntarily consolidate dispatching services);

- Resolve issue of dispatch-only facilities lacking key E9-1-1 features by requiring the successful bidder for NextGen to provide technological solution that includes pushing ANI/ALI data to all dispatch centers;
- Resolve issue of routing wireless calls by simplifying and streamlining the entire E9-1-1 network into a 2 PSAP model which receives all 9-1-1 calls regardless of device used to place the call;
- Resolve rate shopping and cost shifting issues by adjusting the E9-1-1 surcharge to fund the entire 9-1-1 system (infrastructure, computer networks and staffing statewide);
- Improve service (all E9-1-1 calls are handled by call takers trained by and under the direction of 1 entity and utilizing 2 PSAP model will enable public safety entities to maintain their dispatch);
- Result in the highest achievable cost savings - Kimball Report notes real cost savings in consolidation come from elimination of redundant and expensive technology such as CAD, 9-1-1 answering equipment, radio consoles and logging recorders – 2 PSAP model will significantly reduce the cost of the infrastructure and network of the 9-1-1 system. Original reduction from 48 to 26 resulted in some savings, Proposed Plan would result in more but the 2 PSAP model would result in the highest achievable cost savings.

With respect to part of the Proposed Plan suggesting DPS collocate at Cumberland County and Penobscot County PSAPs – DPS cites concerns that need to be explored further including cost of moving personnel and furniture, cost for reestablishing radio communications with the State's radio infrastructure, cost for reestablishing telephone service, cost for reestablishing computer network connectivity and cost for leased floor space for communications, supervisors, storage, locker room and backroom equipment.

- OIT told DPS it needs to conduct a radio frequency interference study and a tower load analysis to determine the equipment needed and costs related to relocation of the 2 centers a (cost estimated at low seven figures to accomplish);
- Penobscot RCC is not prepared to offer DPS any space to lease at this time;
- Co-locating staffs from different organizations also presents personnel concerns/issues (including dress code, salary etc).

#### ME County Commissioners Association

- Supports much of the Proposed Plan;
- Every effort should be made to consolidate call answering and dispatch and the incentive program should help bring about this consolidation - proposed \$1.00/person is appropriate financial support for consolidated dispatch but concerned is only for 3 years – PSAPs that will be absorbing other PSAPs will likely have to expand equipment and personnel – this

expense will not go away after 2013 - believe ongoing support is appropriate;

- Aroostook County should not be forced to return to DPS Houlton RCC
- Supports recent decision of Androscoggin County Commissioners to consolidate into a single PSAP/dispatch facility for the County.

#### Telephone Association of Maine

- no position on how many PSAPs there should be or how they should be configured but has concerns about the overall costs associated with consolidation and how that will impact the E9-1-1 surcharge;
- first and foremost priority is safety but TAM hopes PSAP proposal will keep the surcharge at or below the existing level.

#### Maine Municipal Association

- Kimball Report states that the reduction in the number of PSAPs will not be in the public safety interests of Maine citizens without a simultaneous consolidation of dispatch facilities;
- MMA has no information to confirm or refute assertions in Kimball Report that a variety of public safety problems result from call transfers;
- Kimball Report states that if PSAPs which are closed due to consolidation continue to offer dispatching then the number of 9-1-1 call transfers will increase - based upon the response of current municipal PSAP and dispatch operations, there is very little desire to cease their dispatch operations. Assuming no change in dispatch status, a reduction in the number of PSAPs will not be in the public safety interests of Maine citizens according to the Kimball Report;
- Municipalities which operate dispatch-only facilities are continually reviewing that decision from both an economic and a public safety perspective. Cites Freeport's recent decision to close its dispatch operations and contract with Brunswick which is already the PSAP for Freeport. This move by Freeport will improve public safety according to the Kimball analysis by merging the PSAP and dispatch function for Freeport calls (some citizens in Freeport oppose this change and are mounting a petition drive to reverse the decision), MMA cites other dispatch consolidation examples;
- Sought clarification of the number of dispatch-only facilities in Maine;
- Sought clarification on cost savings for the State and possible cost increases to municipalities;
- If consolidation is forced by the State the state should cover all costs associated with closing and relocating dispatch functions;
- It's difficult for municipal officials to accept that there are financial constraints in keeping the current 26 PSAPs (cites Legislature's tapping of E9-1-1 Fund for non E9-1-1 purposes and reductions in the surcharge totaling nearly \$13 million);
- MMA staff believes its members would strongly object to the Proposed Plan's recommendation that a municipality be assigned to a specific

PSAP. Switching PSAP providers causes financial and operational challenges. Municipalities exercising choice should do so carefully and within appropriate limits – but subjecting municipalities to this kind of heavy-handed control should not be based upon the scant evidence of a problem identified in the Kimball Report;

- Sought clarification of the Commission's view regarding Kimball Report recommendation to establish a capped fee as a protection in the context of monopolization;
- Consolidation of PSAPs if any should be coordinated with the implementation of NextGen, sought clarification on this
- It is generally preferable for the State to provide incentives to spur the actions it desires rather than to utilize mandates;
- The Proposed Plan proposes a \$2 per capita per year (for 3 years) incentive to close dispatch facilities - this approach is greatly appreciated but thinks it may not be enough.

PLEASE NOTE: Legislative Information **cannot** perform research, provide legal advice, or interpret Maine law. For legal assistance, please contact a qualified attorney.

## An Act Relating to the Recommendations of the Office of Program Evaluation and Government Accountability Regarding Emergency Communications Services

**Emergency preamble.** Whereas, acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

**Whereas,** in order to ensure the public safety and health and avoid confusion with regard to the E911 surcharge, the provisions of this legislation must take effect as soon as possible; and

**Whereas,** in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore,

**Be it enacted by the People of the State of Maine as follows:**

**Sec. 1. 25 MRSA §1531, sub-§2, ¶E,** as enacted by PL 2003, c. 678, §2, is amended to read:

~~E. A representative of participating municipalities with populations of less than 5,000, selected from and recommended by the boards of selectmen, town councils or city councils of those municipalities~~  
Three representatives of municipalities recommended by a statewide association of municipalities and appointed by the Governor;

**Sec. 2. 25 MRSA §1531, sub-§2, ¶F,** as enacted by PL 2003, c. 678, §2, is repealed.

**Sec. 3. 25 MRSA §1531, sub-§2, ¶G,** as enacted by PL 2003, c. 678, §2, is repealed.

**Sec. 4. 25 MRSA §1531, sub-§4, ¶B,** as enacted by PL 2003, c. 678, §2, is amended to read:

~~B. The member~~3 members representing municipalities with populations of less than 5,000 ~~is~~serve  
for staggered terms, with one member appointed for a one-year term, the member representing  
~~municipalities with populations of 5,000 or more but less than 15,000 is~~one member appointed for  
a 2-year term and ~~the member representing municipalities with populations of 15,000 or more~~  
~~is~~one member appointed for a 3-year term;

**Sec. 5. 25 MRSA §1535,** as enacted by PL 2007, c. 622, §1, is amended to read:

### **§ 1535. Fees for public safety answering point services and dispatch services**

~~The Public Utilities Commission may, on its own motion or at the request of the department or a political subdivision of the State, board, in accordance with this section, shall establish in an adjudicatory proceeding the fees that must be paid by political subdivisions for public safety answering point services and dispatch services provided by the department to those political subdivisions, including services provided pursuant to section 2923A. In the proceeding, the commission shall~~

~~establish the revenue requirement for the department's relevant dispatch and public safety answering point services and a fee design for the recovery of the department's revenue requirement to ensure the fees reasonably reflect services provided. In any proceeding held under this section, the department and all~~ political subdivisions that are to be provided public safety answering point services and dispatch services shall provide to the ~~commissionboard~~ all information the ~~commissionboard~~ determines necessary in order to establish the fees.

**1. Fees.** The board shall seek to establish fees under this section that are based on the incremental costs of providing public safety answering point services and dispatch services to political subdivisions.

**2. Base funding level.** In order to determine incremental costs under subsection 1, the board shall first establish a base funding level, consistent with the department's legislatively approved budget for public safety answering point services and dispatch services, required to provide public safety answering point services and dispatch services to State Government entities. The base funding level must be based on services provided by the department prior to the provision of emergency dispatch and E911 call-taking services to municipal and county governments as a result of actions taken by the bureau under section 1533. The base funding level must be excluded by the board from its determination of incremental costs under subsection 1.

**Sec. 6. 25 MRSA §2926, sub-§1-A** is enacted to read:

**1-A. Quality assurance.** The bureau shall develop and implement a quality assurance program to audit and monitor compliance with emergency dispatching standards, practices and procedures of public safety answering points.

**Sec. 7. 25 MRSA §2927, sub-§1-B**, as repealed by PL 2009, c. 400, §6 and affected by §15 and amended by c. 416, §1, is repealed.

**Sec. 8. 25 MRSA §2927, sub-§1-E, ¶A**, as enacted by PL 2009, c. 400, §9 and affected by §15, is amended to read:

A. The statewide E911 surcharge is ~~30¢~~37¢ per month per line or number. Beginning July 1, 2010, the statewide E911 surcharge is 45¢ per month per line or number. The statewide E911 surcharge may not be imposed on more than 25 lines or numbers per customer billing account.

**Sec. 9. 25 MRSA §2927, sub-§1-F, ¶A**, as enacted by PL 2009, c. 400, §10 and affected by §15, is amended to read:

A. The prepaid wireless E-9-1-1 surcharge is ~~30¢~~37¢ per retail transaction. Beginning July 1, 2010, the prepaid wireless E911 surcharge is 45¢ per retail transaction.

**Sec. 10. 25 MRSA §2927, sub-§3-B** is enacted to read:

**3-B. Support of supervisory positions.** Revenues in the E911 fund may be used to fund 2 legislatively authorized supervisory positions relating to emergency dispatch and E911 call-taking services provided by the department.

## Appendix E

PUBLIC Law, Chapter 617, LD 1813, 124th Maine State Legislature  
An Act Relating to the Recommendations of the Office of Program Evaluation and Government Accountability Regarding  
Emergency Communications Services

This subsection is repealed on June 30, 2011.

**Sec. 11. 25 MRSA §2927, sub-§5**, as amended by PL 2009, c. 122, §6 and c. 219, §3, is repealed and the following enacted in its place:

**5. Legislative annual report.** The bureau shall include in the Public Utilities Commission's annual report pursuant to Title 35A, section 120, subsection 7 to the joint standing committee of the Legislature having jurisdiction over utilities and energy matters:

- A. The bureau's planned expenditures for the year and use of funds for the previous year;
- B. The statewide E911 surcharge collected under this section;
- C. The bureau's recommended statewide E911 surcharge for the coming year;
- D. The bureau's recommendations for amending existing and enacting new law to improve the E911 system; and
- E. The performance of each of the public safety answering points in the State during the previous calendar year, including the results of the bureau's quality assurance program audits under section 2926, subsection 1A and any recommendations of the bureau relating to the emergency dispatching standards, practices and procedures of public safety answering points.

**Sec. 12. Transition.** The terms of the 3 members of the Maine Communications System Policy Board who are first appointed under the section of this Act that amends the Maine Revised Statutes, Title 25, section 1531, subsection 2, paragraph E must be staggered, with one member appointed for a one-year term, one member appointed for a 2-year term and one member appointed for a 3-year term.

**Sec. 13. Retroactivity; application.** That section of this Act that repeals the Maine Revised Statutes, Title 25, section 2927, subsection 1B and those sections that amend Title 25, section 2927, subsections 1E and 1F apply retroactively to January 1, 2010. The provisions of Title 25, section 2927, subsection 1F, paragraph F do not apply to that section of this Act that amends Title 25, section 2927, subsection 1F, paragraph A.

**Sec. 14. Appropriations and allocations.** The following appropriations and allocations are made.

### PUBLIC UTILITIES COMMISSION

#### Emergency Services Communication Bureau 0994

Initiative: Allocates funds for consulting services to implement an E911 quality assurance program.

OTHER SPECIAL REVENUE FUNDS	2009-10	2010-11
All Other	\$0	\$150,000
OTHER SPECIAL REVENUE FUNDS TOTAL	\$0	\$150,000

PUBLIC Law, Chapter 617, LD 1813, 124th Maine State Legislature  
An Act Relating to the Recommendations of the Office of Program Evaluation and Government Accountability Regarding  
Emergency Communications Services

**Emergency clause.** In view of the emergency cited in the preamble, this legislation takes effect when approved.

Effective 90 days following adjournment of the 124th Legislature, Second Regular Session, unless otherwise indicated.

**Dispatch Centers**  
PSAPS in BOLD

**Appendix F**

	A	B	C
1	Acadia National Park Service	Bar Harbor	federal
2	<b>Androscoggin County SO</b>	Auburn	county
3	Aroostook County SO	Houlton	county
4	Augusta PD	Augusta	municipal
5	<b>Bangor PD</b>	Bangor	municipal
6	Bar Harbor PD	Bar Harbor	municipal
7	<b>Biddeford PD(1)</b>	Biddeford	municipal
8	Bridgton PD	Bridgton	municipal
9	Brunswick Naval Air Station	Brunswick	federal
10	<b>Brunswick PD(2)</b>	Brunswick	municipal
11	Bucksport PD	Bucksport	municipal
12	Buxton PD	Buxton	municipal
13	Caribou PD	Caribou	municipal
14	Carrabassett Valley PD	Carrabassett Valley	municipal
15	Crown Ambulance	Presque Isle	private
16	<b>Cumberland County Communications</b>	Windham	county
17	Delta Ambulance	Waterville	private
18	<b>DPS - Houlton RCC</b>	Houlton	state
19	<b>DPS - Augusta RCC</b>	Augusta	state
20	<b>DPS - Gray RCC</b>	Gray	state
21	<b>DPS - Orono RCC</b>	Orono	state
22	Ellsworth PD	Ellsworth	municipal
23	Falmouth PD	Falmouth	municipal
24	<b>Franklin County SO</b>	Farmington	county
25	Freeport PD	Freeport	municipal
26	Ft. Kent PD	Ft. Kent	municipal
27	<b>Hancock County RCC</b>	Ellsworth	county
28	Houlton PD	Houlton	municipal
29	Indian Township PD	Princeton	quasi-federal
30	Kennebunk PD	Kennebunk	municipal
31	Kennebunkport PD	Kennebunkport	municipal
32	Kittery PD	Kittery	municipal
33	<b>Knox RCC</b>	Rockland	county
34	<b>Lewiston/Auburn 9-1-1 ECS(3)</b>	Auburn	municipal
35	LifeFlight of Maine (MedComm)	Bangor	private
36	<b>Lincoln County 9-1-1</b>	Wiscasset	county
37	Lisbon PD	Lisbon	municipal
38	Madawaska PD	Madawaska PD	municipal
39	Maine D.O.T. Dispatch	Augusta	state
40	Maine Forest Service Dispatch	Augusta	state
41	Maine Turnpike Authority Dispatch	Portland	quasi-state
42	Mt. Desert PD	NE Harbor	municipal
43	Old Orchard Beach PD	Old Orchard Beach	municipal
44	<b>Oxford County RCC</b>	South Paris	county
45	Penobscot Nation PD	Indian Island	quasi-federal
46	<b>Penobscot RCC(4)</b>	Bangor	county
47	<b>Piscataquis County SO</b>	Dover Foxcroft	county
48	Pleasant Point PD	Perry	quasi-federal
49	<b>Portland PD(5)</b>	Portland	municipal
50	Portsmouth Naval Ship Yard	Kittery	federal
51	Presque Isle PD	Presque Isle	municipal

**Dispatch Centers**  
**PSAPS in BOLD**

**Appendix F**

	A	B	C
52	Saco PD	Saco	municipal
53	<b>Sagadahoc County Communications</b>	Bath	county
54	<b>Sanford PD(6)</b>	Sanford	municipal
55	<b>Scarborough PD(7)</b>	Scarborough	municipal
56	<b>Somerset County Communications(8)</b>	Skowhegan	county
57	South Berwick PD	South Berwick	municipal
58	South Portland PD	South Portland	municipal
59	Southwest Harbor PD	Southwest Harbor	municipal
60	Standish Dispatch	Standish	municipal
61	Togus VA Center	Togus	federal
62	US Border Partol HQ	Hodgdon	federal
63	US Coast Guard	So. Portland	federal
64	United Ambulance	Lewistion	private
65	University of ME Orono	Orono	state
66	University of Southern Maine	Gorham	state
67	<b>Waldo County RCC</b>	Belfast	county
68	<b>Washington RCC</b>	Machias	county
69	Waterville PD	Waterville	municipal
70	Wells PD	Wells	municipal
71	<b>Westbrook PD(9)</b>	Westbrook	municipal
72	Winthrop PD	Winthrop	municipal
73	<b>York PD(10)</b>	York	municipal
74			
75	(1) also PSAP for Saco		
76	(2) also PSAP for Freeport		
77	(3) also PSAP for Town of Poland		
78	(4) also PSAP for Aroostook County		
79	(5) also PSAP for So. Portland & Cape Eliz.		
80	(6) also PSAP for numerous rural towns		
81	(7) also PSAP for Old Orchard Beach & Buxton		
82	(8) also PSAP for numerous Kennebec Cty towns		
83	(9) also PSAP for Falmouth & Yarmouth		
84	(10)also PSAP for Kittery, Berwick, So. Berwick, Wells, Ogunquit, Eliot, K'Bunkport		

10/27/10