



Senate

General Assembly

File No. 93

February Session, 2010

Substitute Senate Bill No. 312

Senate, March 23, 2010

The Committee on Public Safety and Security reported through SEN. STILLMAN of the 20th Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT MANDATING THE REGIONALIZATION OF PUBLIC SAFETY EMERGENCY TELECOMMUNICATION CENTERS AND A STUDY OF CONSOLIDATION.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

1 Section 1. Section 28-24 of the general statutes is repealed and the
2 following is substituted in lieu thereof (*Effective October 1, 2010*):

3 (a) There is established an Office of State-Wide Emergency
4 Telecommunications which shall be in the Division of Fire, Emergency
5 and Building Services within the Department of Public Safety. The
6 Office of State-Wide Emergency Telecommunications shall be
7 responsible for developing and maintaining a state-wide emergency
8 service telecommunications policy. In connection with said policy the
9 office shall:

10 (1) Develop a state-wide emergency service telecommunications
11 plan specifying emergency police, fire and medical service

12 telecommunications systems needed to provide coordinated
13 emergency service telecommunications to all state residents, including
14 the physically disabled;

15 (2) Pursuant to the recommendations of the task force established by
16 public act 95-318 to study enhanced 9-1-1 telecommunications services,
17 and in accordance with regulations adopted by the Commissioner of
18 Public Safety pursuant to subsection (b) of this section, develop and
19 administer, by July 1, 1997, an enhanced emergency 9-1-1 program,
20 which shall provide for: (A) The replacement of existing 9-1-1 terminal
21 equipment for each public safety answering point, provided, on or
22 after July 1, 2016, such answering point is part of a regional public
23 safety emergency telecommunications center; (B) the subsidization of
24 regional public safety emergency telecommunications centers, with
25 enhanced subsidization for municipalities with a population in excess
26 of forty thousand; (C) the establishment of a transition grant program
27 to encourage regionalization of public safety telecommunications
28 centers; and (D) the establishment of a regional emergency
29 telecommunications service credit in order to support regional
30 dispatch services;

31 (3) Provide technical telecommunications assistance to state and
32 local police, fire and emergency medical service agencies;

33 (4) Provide frequency coordination for such agencies;

34 (5) Coordinate and assist in state-wide planning for 9-1-1 and E 9-1-
35 1 systems;

36 (6) Review and make recommendations concerning proposed
37 legislation affecting emergency service telecommunications; and

38 (7) Review and make recommendations to the General Assembly
39 concerning emergency service telecommunications funding.

40 (b) The Commissioner of Public Safety shall adopt regulations, in
41 accordance with chapter 54, establishing eligibility standards for state
42 financial assistance to local or regional police, fire and emergency

43 medical service agencies providing emergency service
44 telecommunications. Not later than April 1, 1997, the commissioner
45 shall adopt regulations, in accordance with chapter 54, in order to
46 carry out the provisions of subdivision (2) of subsection (a) of this
47 section.

48 (c) Within a time period determined by the commissioner to ensure
49 the availability of funds for the fiscal year beginning July 1, 1997, to the
50 regional public safety emergency telecommunications centers within
51 the state, and not later than April first of each year thereafter, the
52 commissioner shall determine the amount of funding needed for the
53 development and administration of the enhanced emergency 9-1-1
54 program. The commissioner shall specify the expenses associated with
55 (1) the purchase, installation and maintenance of new public safety
56 answering point terminal equipment, (2) the implementation of the
57 subsidy program, as described in subdivision (2) of subsection (a) of
58 this section, (3) the implementation of the transition grant program,
59 described in subdivision (2) of subsection (a) of this section, (4) the
60 implementation of the regional emergency telecommunications service
61 credit, as described in subdivision (2) of subsection (a) of this section,
62 provided, for the fiscal year ending June 30, 2001, and each fiscal year
63 thereafter, such credit for coordinated medical emergency direction
64 services as provided in regulations adopted under this section shall be
65 based upon the factor of thirty cents per capita and shall not be
66 reduced each year, except as provided in subsection (d) of this section,
67 (5) the training of personnel, as necessary, (6) recurring expenses and
68 future capital costs associated with the telecommunications network
69 used to provide emergency 9-1-1 service and the public safety services
70 data networks, (7) for the fiscal year ending June 30, 2001, and each
71 fiscal year thereafter, the collection, maintenance and reporting of
72 emergency medical services data, as required under subparagraphs
73 (A) and (B) of subdivision (8) of section 19a-177, provided the amount
74 of expenses specified under this subdivision shall not exceed two
75 hundred fifty thousand dollars in any fiscal year, (8) for the fiscal year
76 ending June 30, 2001, and each fiscal year thereafter, the initial training
77 of emergency medical dispatch personnel, the provision of an

78 emergency medical dispatch priority reference card set and emergency
79 medical dispatch training and continuing education pursuant to
80 subdivisions (3) and (4) of subsection (g) of section 28-25b, and (9) the
81 administration of the enhanced emergency 9-1-1 program by the Office
82 of State-Wide Emergency Telecommunications, as the commissioner
83 determines to be reasonably necessary. The commissioner shall
84 communicate the commissioner's findings to the chairperson of the
85 Public Utilities Control Authority not later than April first of each year.

86 (d) For the fiscal year ending June 30, 2016, and each fiscal year
87 thereafter, any municipality that has not joined with two or more other
88 municipalities to form a regional emergency telecommunications
89 center shall not be eligible to receive any funds pursuant to this
90 section.

91 ~~[(d)]~~ (e) The office may apply for, receive and distribute any federal
92 funds available for emergency service telecommunications. The office
93 shall deposit such federal funds in the Enhanced 9-1-1
94 Telecommunications Fund established by section 28-30a, as amended
95 by this act.

96 ~~[(e)]~~ (f) The office shall work in cooperation with the Department of
97 Public Utility Control to carry out the purposes of this section.

98 Sec. 2. Subsection (a) of section 28-30a of the general statutes is
99 repealed and the following is substituted in lieu thereof (*Effective*
100 *October 1, 2010*):

101 (a) There is established a fund to be known as the "Enhanced 9-1-1
102 Telecommunications Fund". The fund shall contain any moneys
103 required by law to be deposited in the fund, including, but not limited
104 to, any federal funds collected pursuant to subsection ~~[(d)]~~ (e) of
105 section 28-24, as amended by this act, and fees assessed against
106 subscribers of local telephone service and subscribers of commercial
107 mobile radio services, pursuant to section 16-256g. The Enhanced 9-1-1
108 Telecommunications Fund shall be held separate and apart from all
109 other moneys, funds and accounts. Interest derived from the

110 investment of the fund shall be credited to the assets of the fund. Any
111 balance remaining in the fund at the end of any fiscal year shall be
112 carried forward in the fund for the fiscal year next succeeding.

113 Sec. 3. (*Effective from passage*) (a) The Office of State-Wide Emergency
114 Telecommunications shall conduct a study to determine the optimal
115 arrangement of public safety answering points, including, but not
116 limited to, which number of answering points would achieve the most
117 cost-effective and efficient use of resources, which answering points
118 should be consolidated, what consolidation of police, fire, emergency
119 medical services and any related services is necessary and any and all
120 costs associated with all aspects of consolidation, including municipal
121 and state costs. Such study shall be paid for out of the Enhanced 9-1-1
122 Telecommunications Fund.

123 (b) The Office of State-Wide Emergency Telecommunications shall,
124 not later than July 1, 2011, submit a report containing the findings of
125 said study to the joint standing committee of the General Assembly
126 having cognizance of matters relating to public safety, in accordance
127 with the provisions of section 11-4a of the general statutes.

This act shall take effect as follows and shall amend the following sections:		
Section 1	<i>October 1, 2010</i>	28-24
Sec. 2	<i>October 1, 2010</i>	28-30a(a)
Sec. 3	<i>from passage</i>	New section

PS Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 11 \$	FY 12 \$
Public Safety, Dept. - Division of Fire, Emergency and Building Services	E 9-1-1 Fund - Cost	200,000 - 250,000	Potential

Municipal Impact:

Municipalities	Effect	FY 11 \$	FY 12 \$
Various Municipalities	STATE MANDATE - Cost	Potential	Potential

Explanation

Section 1 requires municipalities to join regional Public Safety Answering Points (PSAPs) by July 1, 2016, to continue receiving subsidies for services, training, equipment enhancements and potential capital expenses through the E 9-1-1 Telecommunications Fund (E 9-1-1 Fund).¹ The potential reduction to the annual subsidy of any municipality that does not join a PSAP in accordance with the bill would vary according to the size of the municipality, but could range from \$19,000 to over \$100,000. Municipalities that are currently not part of a regional PSAP could incur transition costs, which may be reimbursed in full provided that the Office of State-Wide Emergency Telecommunications (OSET) makes sufficient funds available from the E 9-1-1 Fund. (The potential fiscal impacts on the E 9-1-1 Fund and

¹ The E 9-1-1 Fund is a non-appropriated state fund that generates funding by a monthly surcharge on all phone lines (CGS 28-30a). The Fund is administered by the Office of Statewide Emergency Telecommunications (OSET). According to the OSET Annual Report 2009 the estimated FY 10 operating budget is \$45,271,595, which is partially covered by a \$24,746,790 carryover from FY 09.

municipalities are described in more detail below.)

Section 3 results in an estimated one-time cost of \$200,000 to \$250,000 by requiring OSET to conduct a comprehensive study of regionalizing PSAPs. The study would be paid out of the E 9-1-1 Fund. The projected FY 10 balance of the E-9-1-1 Fund will sufficiently cover the cost of the study.

Impact on the E 9-1-1 Fund in 2016

Scenario A: All municipalities regionalize.

This will result in an overall cost to the E 9-1-1 Fund. The regional PSAP subsidy would be extended to all newly eligible municipalities for an annual cost of up to \$2.9 million. In addition, OSET can approve reimbursements to be paid by the E 9-1-1 Fund for transition costs incurred by municipalities.² The current FY 10 budget allows for \$1.25 million for the transition grant program, but is limited in availability. The \$2.9 million cost to extend the PSAP subsidy would be partially offset by annual savings estimated to be \$744,000, plus the cost of unneeded new equipment, due to a reduction in the number of local PSAPs.

Scenario B: No new municipalities regionalize.

This will result in savings to the E 9-1-1 Fund due to the elimination of funding to non-regionalized municipalities. The total potential savings is estimated to be \$6.8 million.

Scenario C: Some new municipalities regionalize.

It is uncertain what effect this will have on the E 9-1-1 Fund. There are potential costs in new subsidies and transition funding but also potential savings from fewer local PSAPs and from the funding ineligibility of non-regionalized municipalities. The fiscal impact will vary depending upon how many municipalities regionalize (see

² Transition grants are one-time only funds that are limited in availability and subject to approval by OSET.

Municipal Impact).

Municipal Impact

Impact from Regionalizing

(1) Transition Grants: Municipalities that join a regional PSAP can apply for a reimbursement from the E 9-1-1 Fund for certain expenses incurred due to the transition. A municipality may still incur a cost in transitioning due to the limited availability of transition grants which are also subject to approval by OSET.

(2) Regional PSAP Subsidy: A stand-alone municipality that regionalizes will receive a new per capita regional subsidy.³ For example, a municipality with a 20,000 capita would receive approximately \$48,400 in new subsidies.⁴ All funding for which the municipality is eligible will be directed towards their new regional PSAP.

Impact from Not Regionalizing

(1) Municipal PSAP Per Capita Subsidies: Any municipality that does not join a regional PSAP by July 1, 2016, will lose funding for the Coordinated Emergency Medical Direction (CMED) services subsidy and the PSAP training subsidy. This would cost a municipality of 20,000 capita approximately \$8,000, and will vary depending on the population size.⁵

(2) Equipment Funding: Any municipality that does not join a regional PSAP by July 1, 2016 will lose funding for equipment enhancement. The cost is approximately \$11,100 per municipality, plus the cost of any necessary new equipment.

³ Any municipality that has a population in excess of 40,000 or is part of a multi-town PSAP already receives a subsidy comparable to the regional PSAP subsidy per Conn. Agencies Regs. §§ 28-24-3 et seq.

⁴ This calculation is projected using the formula in Conn. Agencies Regs. §§ 28-24-3.

⁵ Currently the CMED subsidy is \$0.30 per capita while the PSAP training subsidy is \$0.10 per capita.

(3) City/Multi-Town Subsidies: Any municipality that does not join a regional PSAP by July 1, 2016 which has a population in excess of 40,000 or is part of a multi-town PSAP would lose a subsidy stemming from these qualities in addition to the equipment and subsidy funding outlined above. For example, a municipality that has a population of 40,000 and therefore received a subsidy based on population size will lose approximately \$96,800.⁶

(4) Capital Expense Subsidy: Cities that do not join a regional PSAP by July 1, 2016 will lose access to capital expense subsidies offered by the E 9-1-1 Fund.

The Out Years

The ongoing potential municipal cost described above would continue beyond 2016, subject to inflation.

Sources: Office of State-Wide Emergency Telecommunications Annual Reports to the General Assembly (2005- 2009)

⁶ This calculation is projected using the formula in Conn. Agencies Regs. §§ 28-24-3.

OLR Bill Analysis**sSB 312****AN ACT MANDATING THE REGIONALIZATION OF PUBLIC SAFETY EMERGENCY TELECOMMUNICATION CENTERS AND A STUDY OF CONSOLIDATION.****SUMMARY:**

This bill:

1. beginning in FY 2016, makes municipalities ineligible for any E 9-1-1 funding if they have not joined with two or more municipalities to form a regional public safety answering point (PSAP) and
2. requires the Office of State-wide Emergency Telecommunications (OSET), which administers the state's E 9-1-1 program, to use money in the E 9-1-1 Telecommunications Fund to study PSAP regionalization issues and submit its findings to the Public Safety and Security Committee by July 1, 2011.

PSAPs are facilities that receive 9-1-1 calls and dispatch emergency response services (e.g., fire and police) or transfer the calls to other public safety agencies.

EFFECTIVE DATE: Upon passage for the OSET study; October 1, 2010 for the remaining provisions.

E 9-1-1 SYSTEM FUNDING***OSET Funding to Towns***

Currently, OSET pays for all of the towns' 9-1-1 equipment and reimburses them at 10 cents per capita for costs incurred to train and certify telecommunicators (people who take 9-1-1 calls and dispatch emergency services). It also offers financial incentives to encourage

towns to (1) establish multi-jurisdiction PSAPs and (2) consolidate PSAP operations by eliminating secondary answering points (facilities to which PSAPs transfer 9-1-1 calls instead of dispatching emergency services or transferring the calls to another public safety agency). OSET provides:

1. annual subsidies to towns with PSAPs that receive and process 9-1-1 calls for three or more towns (regional emergency telecommunication centers) and towns with PSAPs that receive and process 9-1-1 calls for two towns (multi-town PSAPs);
2. one-time, transition funding to help towns offset the cost of forming regional or multi-town PSAPs;
3. (a) annual subsidies to towns that have more than 40,000 residents and (b) reduced funding for each year that they continue to use a secondary answering point; and
4. service credits to encourage dispatch centers to regionalize (CGS §§ 28-24 et seq. & Conn. Agencies Regs. §§ 28-24-1 et seq.).

Beginning in FY 2016, the bill eliminates funding to all municipalities that have not joined with two or more municipalities to form a regional PSAP. It also specifically prohibits OSET, on or after July 1, 2016, from paying to replace existing 9-1-1 equipment for any PSAP that is not part of a regional PSAP (see BACKGROUND).

OSET STUDY

The bill requires OSET to conduct a study to determine:

1. the optimal arrangement of PSAPs;
2. the number of answering points that would be most cost-effective and efficient;
3. which answering points should be consolidated;

4. what consolidation of fire, police, emergency medical services and related services is necessary; and
5. costs associated with consolidation, including state and municipal costs.

BACKGROUND

E 9-1-1 System

Currently, there are (1) seven regional PSAPs serving 73 member towns; (2) nine multi-town PSAPs; (3) 22 towns receiving subsidies based on the 40,000 population threshold, with four receiving reduced funding because they operate secondary answering points; and (5) 60 towns that get no subsidies because they operate stand-alone PSAPs and do not qualify for the population-based subsidy.

Funding Source

Funding for the E 9-1-1 system is generated by a monthly surcharge levied on all phone lines (CGS § 28-30a). The current rates start at 47 cents per line per month, and customers with multiple lines are rated on a sliding scale. (CGS § 16-256g limits the maximum charge to 50 cents per line). Customers pay the surcharge to their telephone service provider which, in turn, remits it to OSET monthly for deposit in the E 9-1-1 Telecommunications Fund.

COMMITTEE ACTION

Public Safety and Security Committee

Joint Favorable Substitute

Yea 20 Nay 0 (03/09/2010)