

DANE COUNTY BOARD OF SUPERVISORS
MINUTES OF THE PUBLIC SAFETY COMMUNICATIONS CENTER BOARD
Meeting of Wednesday, September 21, 2011 **DRAFT**

The Public Safety Communications Center Board met at the City County Building, Room 321 in Madison, Wisconsin, on, Wednesday, Sept 21, 2011 at 1:00 p.m.

MEMBERS PRESENT: Sup. Corrigan, Div. Chief Martinez, Chief Deputy Hook, Capt. Schauf, Keith Lippert, Dave Janda, Ald. Skidmore, Chief Coughlin, Chief Ripp, Paul Kronberger, Div. Chief Schwenn (for Knudtson)

EXCUSED: Asst. Chief Knudtson, Div. Chief Kinkade, Mayor Pfaff, Chief Hillebrand

ABSENT:

OTHERS PRESENT: John Dejung (PSC), Tammy Johnson (PSC)

1. Call to Order. Corrigan called the meeting to order at 1:00 p.m.
2. Public Comment. None.
3. Approval of Minutes. Motion to approve August 24, 2011 minutes by Skidmore, seconded by Lippert.
4. Director's Report. See attached. Agenda item #7 moved to within Directors Report. Chiefs of Police Association voted 36-1 in favor of discontinuing the airing of Abandoned Phase 1 calls. Asst. Chief Davenport spoke on behalf of the association with the voting outcome. Ripp asked that official letters be done from each agency stating they are in favor of this motion. Coughlin stated the vote is reflected in the official minutes of the meeting, so that would take the place of the letters. Janda also stated concerns over discontinuing airing these calls. Dejung stated he's cautious to stop airing these calls, due to every call that is made, is potentially an emergency. Motion by Schauf to cease the airing of Abandoned Phase 1 calls is expanded to all of Dane County, as previously approved for the City of Madison. Seconded by Skidmore. Motion approved.
5. Operating Practices Committee. Martinez stated 2.3.3 draft was given to Chiefs of Police. Law Enforcement Committee feels this is a reduction in services and is drafting a letter to Co. Executive Parisi. Still waiting to hear from Fire/EMS/Emergency Management on this issue. Radio Protocols is a work in progress. Fire Radio Protocol is 2/3 done. Survey was sent out to law enforcement for their feedback on the combining of data services.
6. Technology Committee. Janda stated there was a meeting on September 16, 2011. Radio/CAD are still main topics, see agenda #4 in Directors Report for further. Further, Resolution 88 set up Governance Board, this was to study the features of the system, cost sharing etc. Other issues have now come to light that may overlap and it is unclear what should be Tech Committee and what should be Governance Board. Possible sub – committee to be formed on this.
7. Discussions and Possible Action On The Recently Established Practices For Abandoned Phase 1 Calls. See agenda item #4.
8. Discussions and Possible Action On Requests For Change. See handout from Blooming Grove. Concealed Carry, Dispatch Review Steering Committee will be working on this.
9. Other Business As Authorized By Law. None.

10. The next regular meeting of the Public Safety Communications Center Board will be on Wednesday, October 19, 2011 at 1:00 p.m. City/County Building, Room 321.

Respectfully submitted, Tammy Johnson, Recorder.

Note: These minutes are the notes of the recorder and are subject to change at a subsequent meeting of the Board



JOE PARISI
County Executive

JOHN DEJUNG, ENP
Director

COUNTY OF DANE Public Safety Communications

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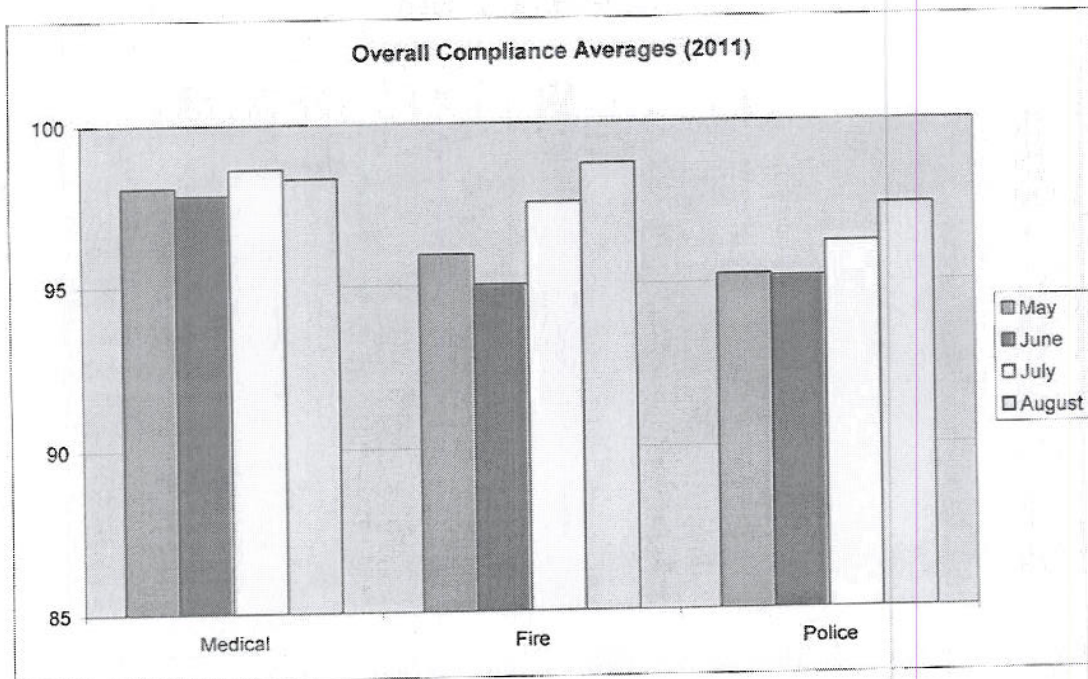
Date: September 21, 2011

To: Center Board

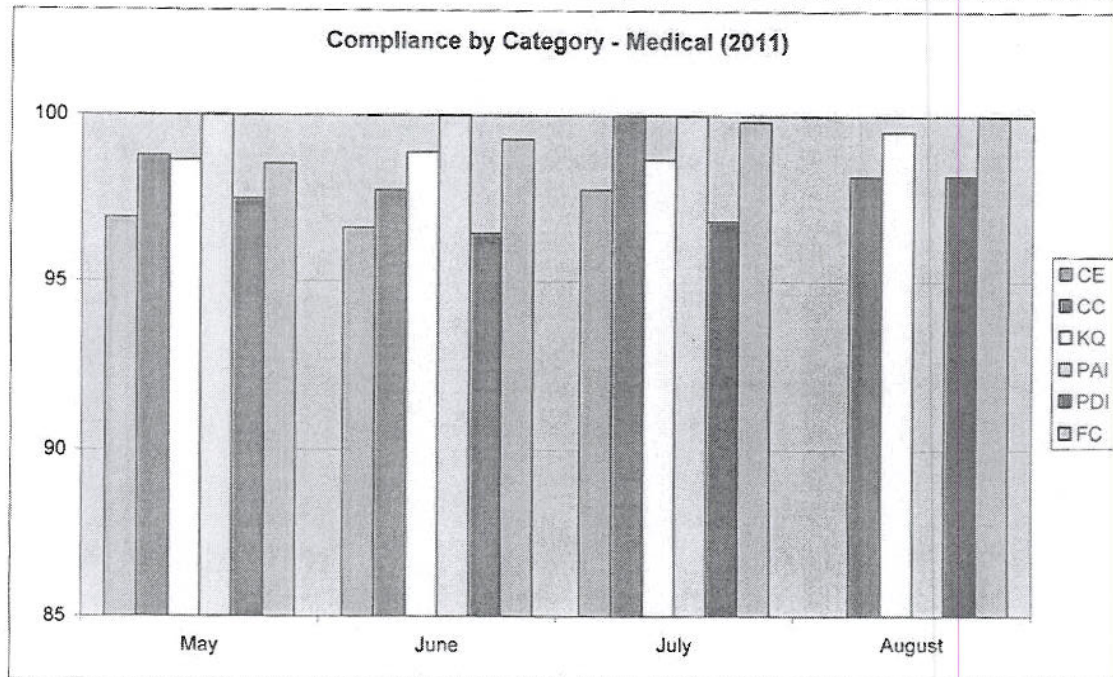
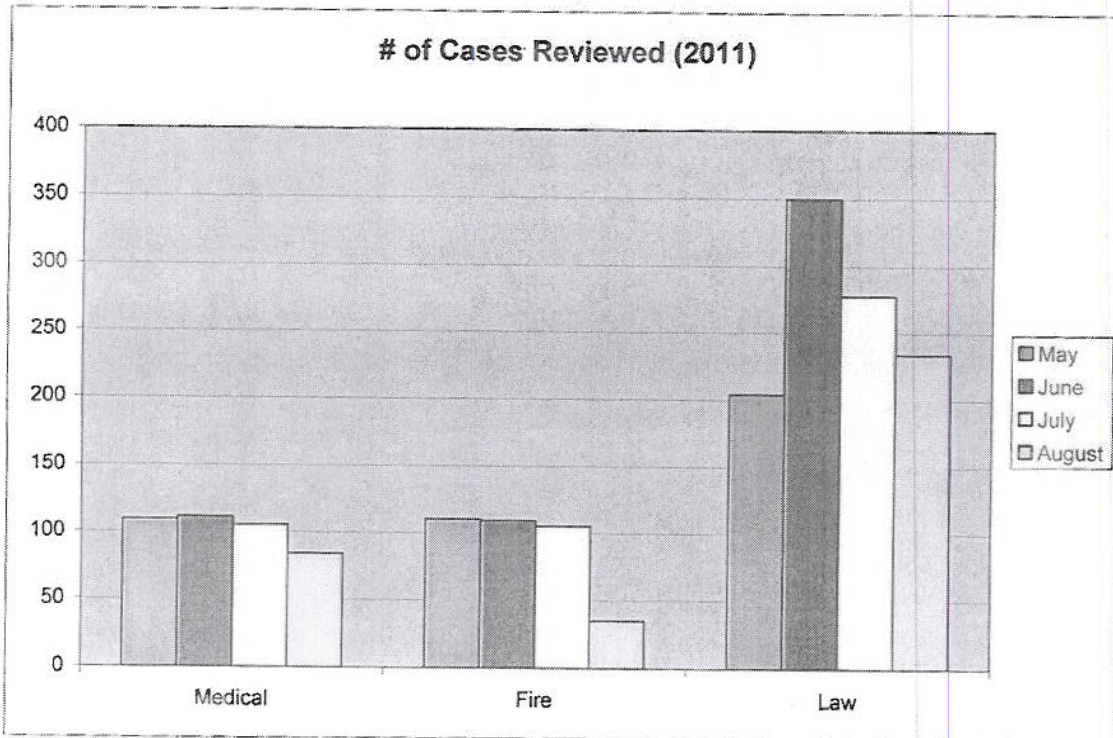
From: John Dejung

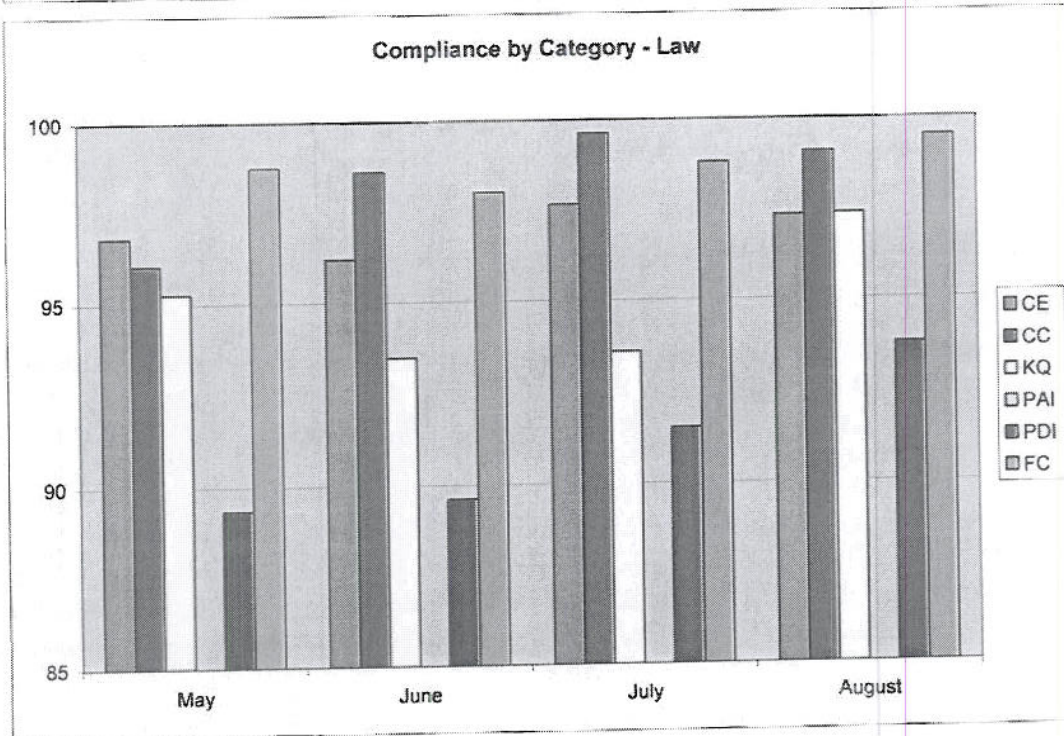
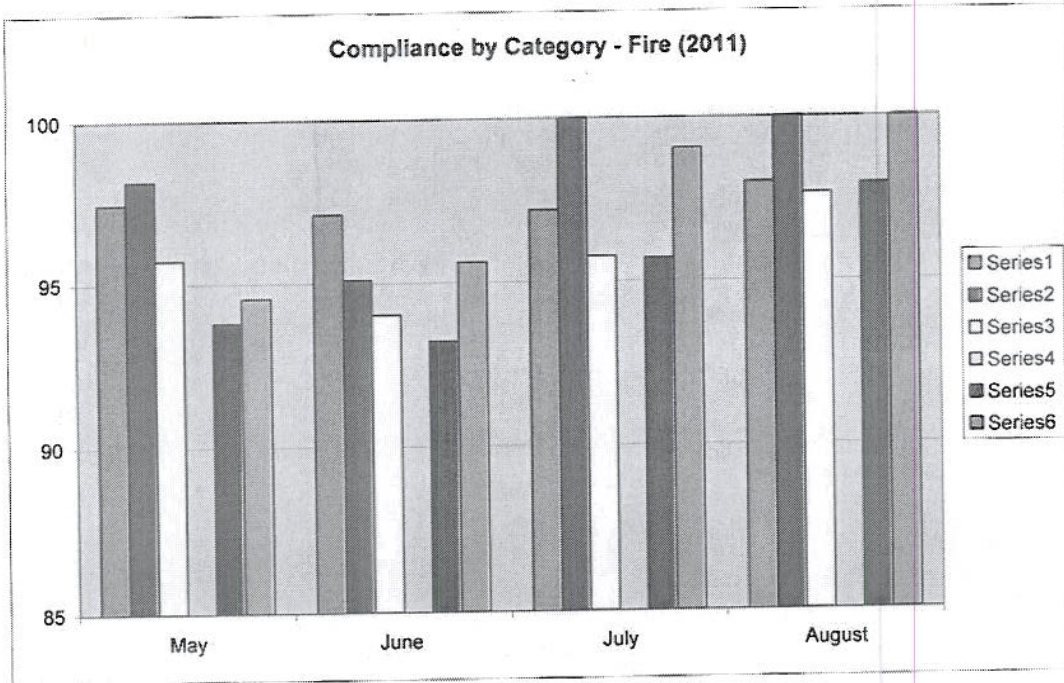
RE: September 2011 Director's Report

Support Services: Due to vacations, augmenting Operations, and preparations for the Communicator academy, we fell short of our monthly goal for Medical & Fire case reviews in August. We are working diligently to meet those goals in the future.



Caring X Capability X Communications = Performance Excellence





Caring X Capability X Communications = Performance Excellence

- **Noteworthy events** since our last report – (A list of these events has been linked from our home page located at www.dane911.com.)
 - We are currently working with Dane County EMS to investigate 4 possible saves. All cases where Communicators provided outstanding service while utilizing protocols to provide lifesaving instructions.
- **Radio Protocol Dispatch Quality Assurance Reviews** – Support Services staff have begun to provide objective feedback to staff (and field users) on their performance as it relates to Fire & EMS radio communications.
 - None this quarter.
- **Communicator Recruitment & Selection:**
 - Five new employees began training on September 12th.

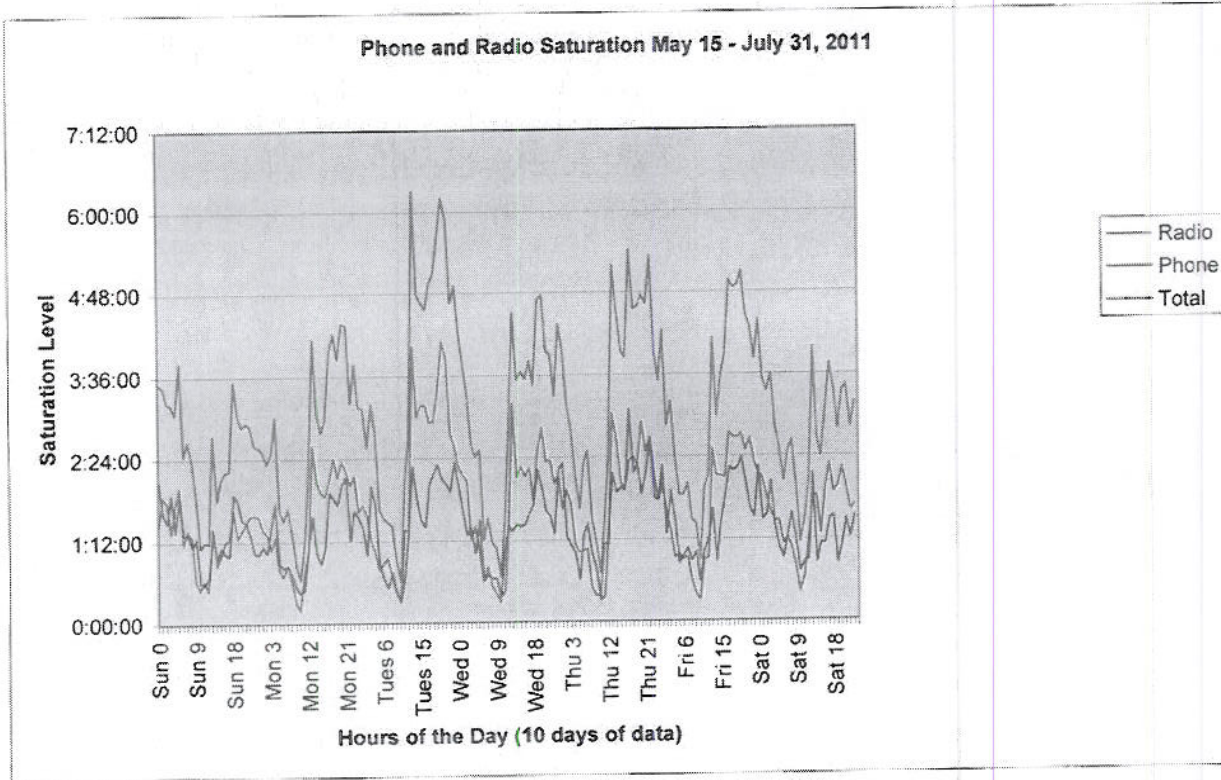
Operations

- **Communicator Staffing levels** as of September 15 , 2011 are at –1 now that the new trainees are counted in the mix.
- **PSC “catalog of services”** (PSC document 2.3.3)
 - DCCOPA provided feedback through a motion stating that the agreement is a reduction of services, that the document could not be supported as written and to defer action until County Executive Parisi’s opinion is known. We have shared the membership’s concerns with the County Executive’s office. Chief Riseling will author a letter summarizing the Association’s concerns which will be sent to County Exec Parisi. OPAC tabled the agenda item until associations’ feedback is returned at which point they intend to forward the feedback and the current document to the Center Board for action.
 - DCFCA and DCEMSA meetings in September are scheduled to bring this before their membership for comment, with OPAC representatives bringing that feedback to the October OPAC meeting. Fire Chiefs were briefed on the above but took no action at their September 14th meeting.

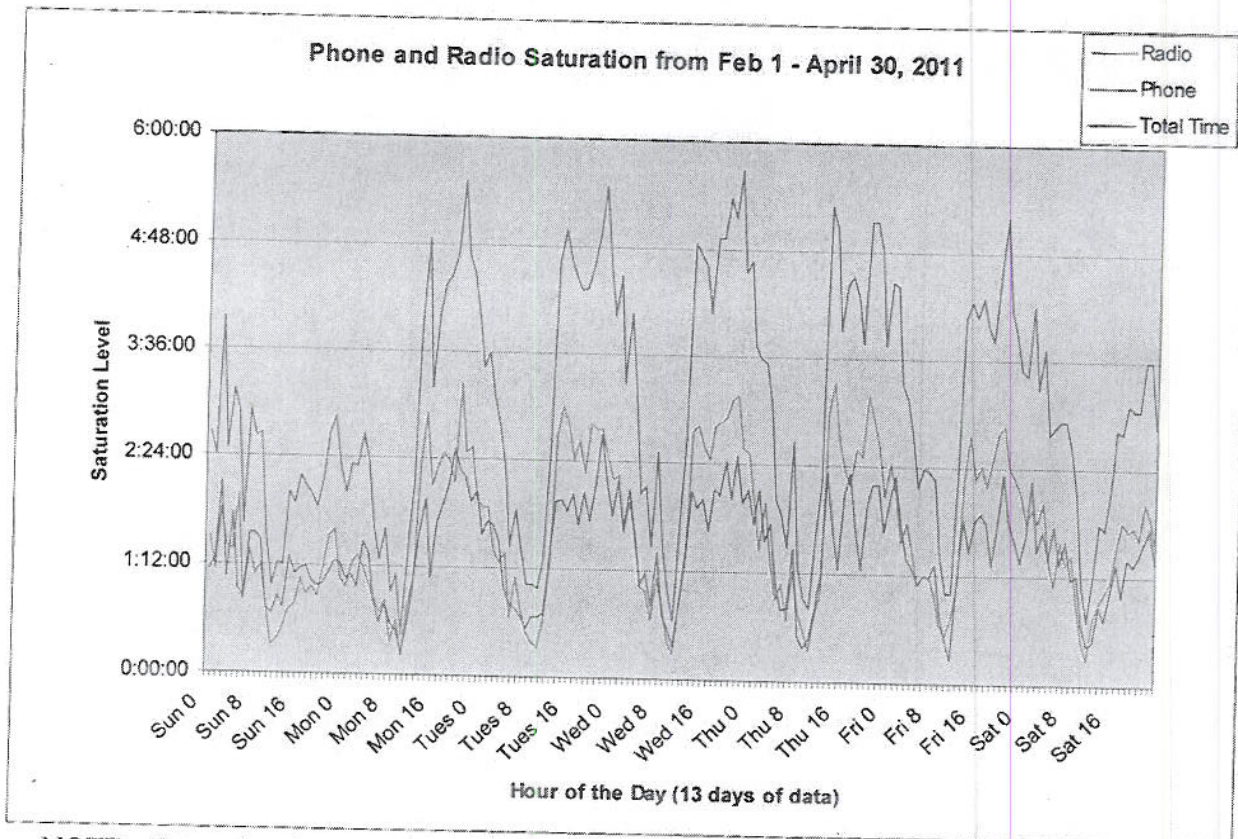
Combining of functions at the “data” position:

- Data has been provided and a survey sent to Law Enforcement users. The trial shows that the workload sees saturation during similar hours of day whether it be Winter/Spring/Summer. The coping mechanism of relieving the phone duties from the primary data position during those saturated hours remains in effect. Anecdotal

evidence from the OPAC Law Enforcement representatives indicate this to be an effective change to the operating practice. Action expected during October's OPAC meeting.



- The graph above shows activity peaks each day (Tuesday being the busiest) during late afternoon and evening hours. Saturation (work limit) is at approximately the 6 hour point (equates to being busy with a phone call or radio traffic ~50% of the time). So you see that only on Tuesdays is there a clear need of 2 data personnel. All other timeframes, according to this limited sample are “doable” by a single data operator. As alluded to earlier, the single data operator is augmented daily by a second person who takes the phone call activity over from 1400 to 1800, bringing the activity level well within the grasp of the data operator(s) assigned. The graph above shows summertime days, but the graph’s lines represent daily activity levels very similar to data from the winter/spring data collection from the first trial period (see below).



NOTE: Saturation levels for this 13-day trial are higher than the 10-day trial showing the first graph. Saturation for this trial period is at about 6 hr and 30 mn. But the stories are the same or similar; whether it's winter or summer, a single data operator isn't overwhelmed with activity except for brief periods (during which we provide a second operator to handle phone calls).

Technical Services

- **Radio project:**

- Breaking news (as of Thursday night): The County Board voted to delay action on 2 Resolutions that touch the radio project. Resolution 77 authorizes a second amendment to the Harris contract (adds a generator at the UW radio tower site and adds the Fitchburg 2-site additions). Resolution 107 is the bonding bill that authorizes borrowing money for continuing all County capital projects...both CAD and radio funding depends on that borrowing. It is optimistically expected both Resolutions will pass in three weeks at the October 6 County Board meeting, but that certainly isn't certain. At this point (time of writing is Friday noon) it is not known if this lack of action will adversely impact the project timelines.
- o Customer Design Review (CDR) documents are reviewed and finalized, and changes have been documented via contract amendment #2, approved by the County Board on September 15. The City of Fitchburg has ordered two additional trunked radio sites at their own expense. An IGA has been crafted and has been approved by both Fitchburg and Dane County legislative bodies. It calls for Dane County to contract with Harris for the 2 new

sites, and for Fitchburg to fully reimburse the County for the capital costs and all future operations and maintenance costs including software upgrades to ensure those 2 sites are updated in lock-step with the rest of the system. Factory orders for all equipment should be placed soon, and tower site improvement work is underway . Site surveys have been completed. Frequency planning is moving at an acceptable pace. Project is on schedule to meet required federal narrowbanding mandates despite the CDR timeline being extended. Certain approval steps, such as coverage testing, are likely to occur into 2013 as the system is operating.

- o Because there could be a risk of the timeline extending into 2013, past the narrowbanding deadline, PSC and Harris have begun efforts to consider a waiver request to the FCC. A preliminary discussion with a "beltway attorney" indicates that waivers for a situation such as Dane is in may be acceptable to the FCC and thus we are beginning efforts to further investigate and prepare the waiver. Specifically, we believe the FCC may grant a waiver in our situation because we have begun narrowbanding efforts well before the deadline and we will be, if not done, very close to being done with narrowbanding by the end of the end of 2012.
- o The Governing Board, called for by County Board Resolution 88, has completed the first/major phase of their work which called for them to determine a cost-sharing model for charging out operations and maintenance costs to the users of the system. An intergovernmental agreement to codify that arrangement has been finalized and should be sent to the communities in the next couple of days. The IGA will include a spreadsheet showing each community's costs through 2015 (when the Governing Board may alter the model) based on a 50/50 mix of population and equalized valuation. Users (the communities) will be charged for 70% of the O&M costs and the County will pick up the balance. The Governing Board has also determined a method for collecting the costs of potential "non-joiners" and that is included in the IGA and the spreadsheet going to the communities. The plan is to have the County cover 30% of non-joiner costs and the remaining 70% to be covered by the joining Cities and Villages (if the non-joiner is a C or V) and by the remaining Towns (if the non-joiner is a Town).

- **CAD project**

- o Kickoff meetings (orientation and the beginning of "customizing"/configuring the CAD for Dane County have been completed for the core CAD software, the interfaces (e.g. with records management systems) and for mobile users/application. All were well attended by PSC and field/responder personnel. A Demonstration of Licensed Functionality, or DOLF, is a major milestone set to occur the week of September 19th. Project is on schedule, although timelines are tight and demanding significant prompt attention by PSC and partner agency staff.
- o GIS issues remain a significant focus; and, therefore great participation by Fred Iausly and Dave Watson from the Land Information Office has been very helpful.
- o Cutover is still scheduled for April of 2012.

Administration / Other

- **PSAP Consolidation:**
 - Study of this possibility continues as do informal talks with elected officials and police chiefs. Preliminary cost-modeling is complete. The most recent step was a more formal meeting with the suburban (Sun Prairie, Middleton, Monona, Fitchburg), and Stoughton Mayors and the County Executive .
 - A full discussion ensued. Since the County consolidation plan suggested a 2013 implementation and because a consortium (MPSIS) of public safety agencies have planned a separate study of the topic, it was agreed to resume formal discussions when that study is complete (perhaps April of 2012).

- **Budget outlook for 2012**

- **UPDATE:** The Dane County Chiefs of Police agreed with the Fire and EMS Associations and resolved to recommend no reductions in operations staff. A letter from the President of DCCOPA is expected (CC: County Board Chair, PP&J Chair, and the County Executive). Subsequent to that meeting, the Director delivered a briefing to the County Board and the public in conjunction with the Public Hearings hosted by the County Board on September 8th. No action taken by the Board at this point.

- A “pilot” to test the viability of combining the city (of Madison) and county fire dispatchers for portions of the day (third shift) will commence on October 2 (will start after the Badger/Cornhusker football game). The pilot is intended to continue at least through October. The pilot will be done without reducing the staff. That is, when the fire dispatcher is doing both the city and county dispatching, his/her partner will be on scene and not replacing a call-taker (he/she will be added to the call-taker ranks and /or will be involved in training activities that can only be best done when staffing is augmented. Similar to what is prescribed for the 2012 implementation of the combined fire dispatcher plan, the partner dispatcher will be seated in the normal work position (5 – 8 feet from the fire dispatcher) and thus will be available to “jump in” and assist when necessary. The pilot will test the helpfulness of coping strategies such as combining the county and city administrative radio channels so simultaneously voice traffic on those 2 channels is reduced, avoiding the situation wherein the dispatcher has to “hear 2 things at once”.

**Public Safety Communications
Request to Change an Operating Procedure
Submittal and Routing Form**

Date: 9-14-2011 _____

Originating Agency: DCCOPA/PSC

Requestor: UWPD Brian Bridges/Gary Bell Title: Assistant Chief/Operations
Manager

Contact Information: (Telephone #) 608-267-3912 (e-mail) bell.gary@countyofdane.com

Request Category: (Please check all that apply)

- Change or Modification to Existing Policy, Procedure or Guidelines
- Addition of a new Policy, Procedure or Guideline
- Modification or updates to Radio Communications Hand Book
- Other

Specify exactly what is being requested. The requestor may attach a copy of the modified document.

Review current departmental policy and procedure and update those as necessary to address the recent State of Wisconsin legislative action regarding Concealed Carry taking effect November 1, 2011.

DCCOPA has established a Ad-Hoc committee to complete an assessment and recommendations on how to proceed.

Police Dispatch Review and Steering Sub-committee met to review the impacts to the Emergency Dispatch protocols.

Requestor Signature: _____

Tracking number: _____
(PSC use only)

**Public Safety Communications
Request to Change an Operating Procedure
Submittal and Routing Form**

Date:

Originating Agency:

Requestor:

Title:

Contact Information: (Telephone #)

(e-mail)

Request Category: *(Please check all that apply)*

- Change or Modification to Existing Policy, Procedure or Guidelines
- Addition of a new Policy, Procedure or Guideline
- Modification or updates to Radio Communications Hand Book
- Other

Specify exactly what is being requested. The requestor may attach a copy of the modified document.

We are requesting that on auto-ALS level EMD codes, the CAD be programmed to recommend the closest ALS unit, 1 engine from SUFD (per auto-ALS guidelines) plus the unit "BGEMS". This unit would be similar to xxFD units in CAD now for non-unit specific response recommendations. SUFD has asked BGEMS to send the BG ambulance, when available, to auto-ALS calls in order to relieve their personnel if, and when, appropriate. In cases where the BG ambulance is available, it will respond in addition to the other recommended units. In cases where it is not available, BGFDF personnel will acknowledge the page, and inform the comm center that personnel are not available to respond, and that a mutual aid response from another agency to replace BGEMS is not needed.

Requestor Signature:
Digitally signed by Rick Hammond
DN: cn=Rick Hammond, o=na,
email=rickhammond@frontier.com, c=US
Date: 2011.09.05 11:02:47 -0500

Tracking number: _____
(PSC use only)

Public Safety Communications
Request for Change: Potential Consequences or Risks for Error Assessment.

Prior to identifying the individual areas that contain potential consequences or risks for errors, it is relevant to point out to the PSC governing bodies that the formal, established process for implementing a change to an operating practice was not adhered to. A copy of PSC Policy and Procedure 1.0231, as endorsed by Operating Practices Advisory Committee on July 7, 2010, and established by Center Board August 10, 2010, can be found attached as part of this assessment. In addition, it contradicts PSC Policy and Procedure LE-01 – Immediate Dispatch of Law Enforcement, established by PSC Center Board 2/18/09. It states: "Law enforcement assistance will be immediately dispatched to every situation where there is any doubt whatsoever that anyone's safety is at all in jeopardy".

In reviewing the request for change proposal 11-01 – Eliminating the radio broadcasts of Wireless Phase 1 abandoned calls, the following areas of potential consequence and risk for error have been identified:

- Assumes that a Wireless 9-1-1 call, in and of itself, does not constitute an attempt to report an emergency.
- Reduced capability to identify multiple 9-1-1 calls placed by the same number over a relatively short period of time. As calls are presented to the dispatcher from the multiple call takers, the radio broadcast and CAD assignment to a drone unit occurs. Additional calls from the same area and number can be quickly identified. Same can be said for the patrol unit in the field hearing multiple broadcasts from similar towers and faces. An observation from either dispatcher/field unit could lead to identifying a person in need.
- Inability to identify, in real time, the length of the call prior to its abandonment. This length of time could range from 3 seconds to 3+ minutes.
- Contradicts the directive given to the department from the County Executive's office issued November 7, 2008.

In response to the 11-01 request for change report submitted, I have found discrepancies that warrant mentioning in order to clarify some statements made in that report.

- The NENA references mentioned in paragraph one of the report were from the year 2001, and were the source for a 2004 publication authored by Rana Sampson¹. PSC reports show that over 69%, or 120,584 of 173,686 of our 9-1-1 calls arrived via wireless service in 2010. Of those 120,584 wireless calls, 17,257 were defined as Abandoned². (Note - The PSC phone system's reporting capability is not readily able to provide a report that shows the abandoned calls class of service. The reports we've produced may not include COS, but it's possible to pull this from the MIS.)
- The statement regarding the location of the handset during initial call and its mobility is highly probable for all 9-1-1 call types and classes of service. As part

¹ <http://www.cops.usdoj.gov/files/ric/publications/e07063414-guide.pdf>

² http://pdf.countyofdane.com/911/Phone_2010_Yearly_Stats.pdf

Public Safety Communications

Request for Change: Potential Consequences or Risks for Error Assessment.

of the Wireless Phase 1 calls limitations, there is no location of handset given, rather the tower's address and face when the phone accessed the emergency network.

- The claim that the broadcasting of the abandoned phase 1 9-1-1 calls can lead to de sensitizing officers to the importance of more urgent hang up type calls is over emphasized. Phase 1 Abandoned calls are broadcast on the radio for everyone monitoring to hear and take action as they see fit, Phase 2 Abandoned calls are dispatched and assigned to a particular officer. The subsequent action taken is dependent on the individual departments policy and procedure. The current described dispatch procedure is identical to the Madison Police Verified Response commercial burglar alarm broadcast and file policy, and the Countywide direction provided for Reckless/Possible Impaired Drivers.
- Given the time required for many carriers to determine a handset location, and because a manual, call taker "re-bid" is often required and can only occur on a live, incoming 9-1-1 calls, many abandoned calls are phase 1. MIS data from 2010 shows that 76% of the abandoned 17,274 enhanced wireless calls were phase 1.

The Center Board must assume that it is establishing (has established) the practice of not passing on calls that will include emergencies. Although it's not possible to know which calls these are at the time they occur, these calls nonetheless occur. Various emergencies might prevent a caller from remaining on the line long enough to be answered, and it's also not difficult to imagine that some crime, fire or medical victims would not be in a position to answer a call-back.

In summary, the risks mentioned above must be balanced with the reasons for prompting the request for change (using up finite radio time broadcasting information that has limited law enforcement value). PSC does not recommend the adoption of the proposed request for change.

Attachments:

Request to Change an Operating Practice Submittal and Routing Form 11-01 (*Versions 1 & 4*)
Request for Change Analysis Form
Timeline of an Abandoned Wireless Phase 1 9-1-1 Call
Center Board Established PSC Policy and Procedures
1.0231 Changes to and Adoption of New Procedures (*established August 10, 2010*)
5.2 Emergency Call Handling, Appendix H – Abandoned (*established August 20, 2008*) (*Modified ..., 2011*)
LE-01 – Immediate Dispatch of Law Enforcement (*established February 18, 2009*)
County Executives directive, November 7, 2008
FCC consumer facts wireless 9-1-1 services

Public Safety Communications
Request to Change an Operating Procedure
Submittal and Routing Form

Date: 5.20.11

Originating Agency: City of Madison Police

Requestor: Lt. Carl Strasburg Title: _____

Contact Information: (Telephone #) 245-3654 (e-mail) CStrasburg@cityofmadison.com

Request Category: (Please check all that apply)

- Change or Modification to Existing Policy, Procedure or Guidelines
- Addition of a new Policy, Procedure or Guideline
- Modification or updates to Radio Communications Hand Book
- Other

Specify exactly what is being requested. The requestor may attach a copy of the modified document.

In 2010 The Madison Police Dept. was dispatched to approximately 11,000 911 Calls, many if not most of these are Phase 1 + Phase 2 disconnects. These types of calls use up radio air and rarely do these calls result in a needed Police response. To increase efficiency and reduce radio air traffic we recommend that a change to the current procedure take place to eliminate all broadcasts of Phase 1 911 disconnect calls.

Requestor Signature: Lt. Carl Strasburg
Attachment A

Tracking number: _____
(PSC use only)

ISSUE:

In 2004 The National Emergency Number Association (NENA) reports that phantom wireless calls account for between 25 and 75 percent of all 911 calls in some communities. *

During the years 2008, 2009, 2010 The Madison Police Department was dispatched to the following 911 phantom calls:

	2008	2009	2010
ABONDONED	3734	13568	13373
DISSCONNECT	952	3372	2818
SILENT	1257	4460	4897
TOTAL	5943	21,400	21,088

Phase 1 Abandoned 911 calls:

In the years 2009 and 2010 over 13,000 of these phantom calls were in the category of **911 phase 1 abandoned calls** (Indicated in the top row of the above chart) calls. These calls are often referred to as "pocket dials." These 13,000 plus calls will only provide the call taker the following information:

- Phone number of the phone calling.
- Tower location of which the call was received from.
- The direction on the tower that this call was received, i.e. Southwest, Northeast.

When these types of calls are received the call taker will attempt to call back the number that dialed 911. If no contact can be made with the caller and no further information is received the next steps by the call taker will include:

- Call taker will enter known data into CAD.
- Dispatcher will broadcast the info to all units in the jurisdiction near to the tower that the call originated from.

These calls do not provide a exact location of where the call originated from.

Current DCPSC procedure:

Current DCPSC procedure 5.2 appendix H indicates that with 911 abandoned calls the info will be broadcasted to the appropriate Law Enforcement jurisdiction as an abandoned call. The following concerns have been a constant theme with this procedure:

- The tower location is not the location of the original call this is of little or no value to responding law enforcement officers.
- If the phone from which these calls originate from is moving (Vehicle, pedestrian, Bicycle, etc) the location info given to the officer is out dated before it is received by the officers.
- These broadcasts happen several times daily and even several times in a one hour period. This takes up valuable air time and can lead to an officer safety issue.
- The broadcasting of these calls several times a day with little or no value to law enforcement, can lead officers to becoming de sensitized to the importance of more urgent 911 hang up type of calls. (The dispatching of 911 calls all sound very similar)

Requested Changes

1. After the call taker has reasonably attempted to re contact the potential caller and the potential caller cannot be contacted or if no additional info is received the broadcasting of the info should not occur
2. The Dane County Public communication department, possibly with other first responder agencies institute a program to educate and attempt to train the public to take responsibility on themselves to prevent mistake 911 calls from occurring.

*Misuse and abuse of 911 Problem oriented guide for Police Problem-specific guide # 19, Author, Rana Sampson, 1994

PSC Request for Change Analysis

Department Analysis Form

Is the request consistent?

Yes

No

The request, as established by the Center Board, is not a consistent Countywide procedure. The request for change is only for the City of Madison radio channels, requiring the modification to be applied to a portion of the Wireless Phase 1 Abandoned calls being processed. This poses the potential risk for PSC staff in not appropriately applying this change.

Is the request CAD programmable?

Yes

No

Not applicable.

Is there a fiscal impact to this request?

Yes

No

Yes, the request to: "institute a program to educate and attempt to train the public to take responsibility on themselves to prevent mistake 9-1-1 calls from occurring" has a fiscal impact. However, little-to-no operational (staffing) impact.

What, if any, potential consequences or risk of error are associated with this request?

See the attached written report, which attempts to balance the field priorities with the needs or potential needs of the public to receive response services.

Are there sufficient trained staff to accommodate the request? Yes

No

There is a training component that has been identified with this request for change. The training plan has been completed, and the training materials required for this implementation are being created.

Training Requirement

- In-service (classroom)
- Development of specific training curriculum and syllabus
- Other

Specify the time required to develop and deliver training. 2 weeks to develop; 5-15 minutes per employee to deliver.

Project the cost of development and delivery. 8 hours of staff time used to create @ \$40.00 per hour totals \$320.00

Project cost per employee contact. Training will be provided while on duty no additional costs incurred.

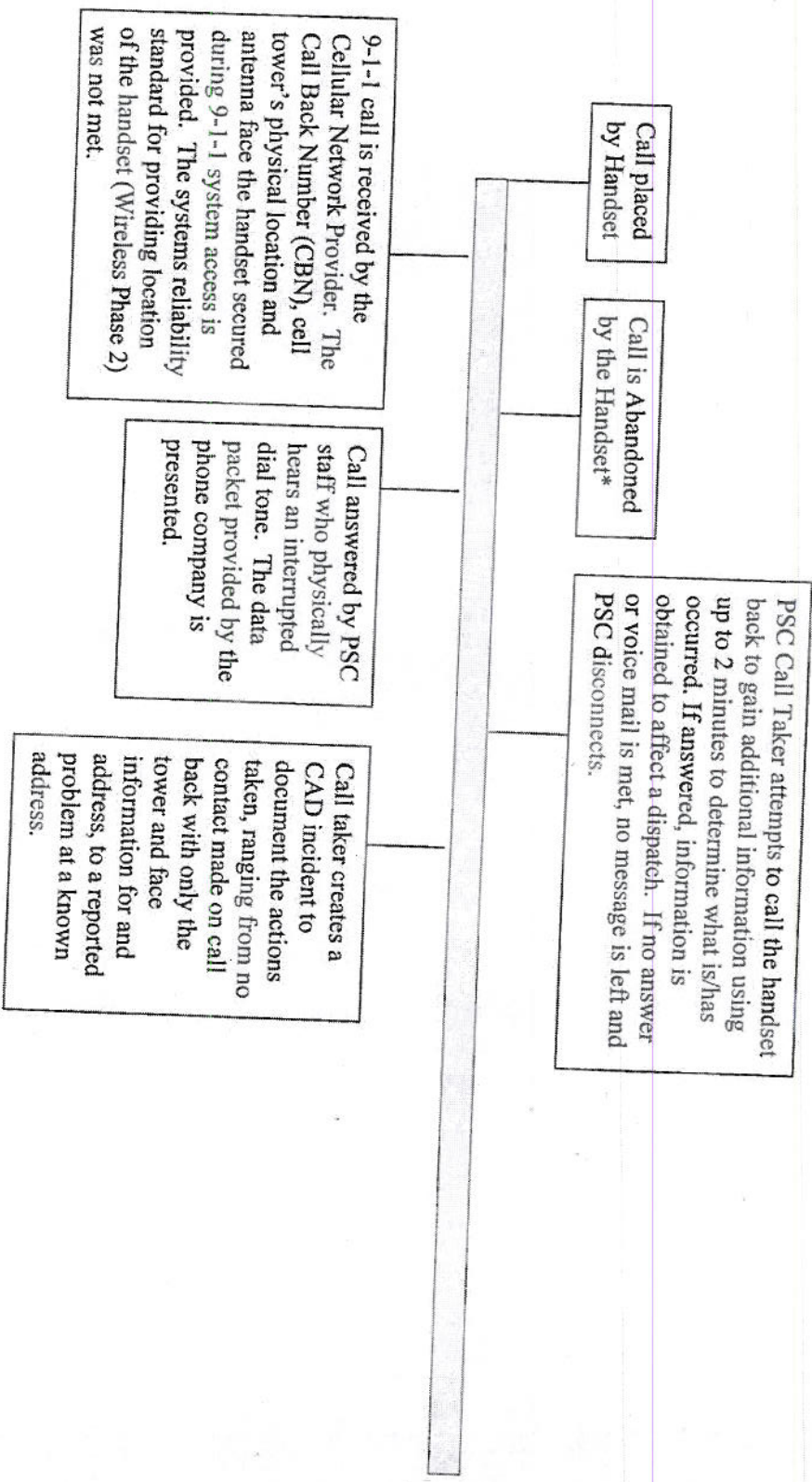
Analysis completed by:

Operations Manager Gary Bell

August 26, 2011

Request for change 11-01

Timeline of an Abandoned Wireless Phase 1 9-1-1 Call



*Note - The length of time the call rang prior to it being abandoned by the handset could range anywhere from 1 second to 3+ minutes



1.0231: Changes to and Adoption of New Procedures

Purpose

The purpose of this policy is to outline the procedure for user agencies to request changes to operational policies, procedures and guidelines of the department. It is not intended to be used by the department to change current procedures.

General Information

This policy is created to clearly delineate the process for requests, analysis, routing, authorization and implementation; to include training and time line, as related to changes to existing or additions of new policies, procedures and guidelines. The process identifies the adopted decision making authority and appropriate routing. The Department, upon receipt, will conduct an analysis of each request. The analysis, and original request, will be routed for review and final disposition. An audit suggested that the Public Safety Communications Department guard against changes that are not either Universal or Computer Aided Dispatch (CAD) programmable.

The Public Safety Communications (PSC) Center Board by Dane County Code of Ordinance 15.34(10) establishes the operating practices of the department with the stipulation that any practice which has a major fiscal effect shall be subject to approval by the county executive.

Any user agency receiving dispatch services from PSC may request changes or modifications to an existing policy, procedure, or guideline.

Emergent Requests

It is understood that from time to time a situation of emergent nature may occur that would require a change or modification to a policy, procedure or guideline which involves a response by a public safety agency or agencies. These would be instances where life safety or preservation of property is a factor and there is not sufficient time to adhere to this policy.

Requests for temporary modification to a policy, procedure, or guideline under emergent conditions will be processed in the following manner.

- Requests can be made verbally to the Duty Communications Supervisor with a follow up in writing.
- The requestor should detail the exact changes that are being requested, the duration, and his/her contact information.
- If the requested change is anticipated to last longer than a current shift, the request must be made in writing prior to the end of that shift.
- The requestor will as soon as practicable contact the Duty Communications Supervisor to resume normal practices.
- Request should be made from Command Staff or individuals such as an OIC or similar authority.

The Duty Communications Supervisor has the authority to temporarily modify/change a standing policy, procedure or guideline. The Duty Communications Supervisor will be responsible to assure implementation of the request and for the appropriate notifications to all affected staff.

Non-Emergent Requests

The department discourages and will normally deny the changing of procedures that would adversely affect the delivery of services to another client without the other clients' knowledge and support.

The following steps will be used when requesting modification to existing policies, procedures or guidelines, adding a guideline, or any request that would result in a change in the operating practices of the department.

- All requests shall be submitted in writing on the PSC adopted request form (*Attachment A*) so that there is no ambiguity as to the request from the public safety agency.
- All requests shall be signed by the Chief/Director of the requesting agency or his/her designee.
- All requests should be sent to the attention of the PSC Operations Manager.

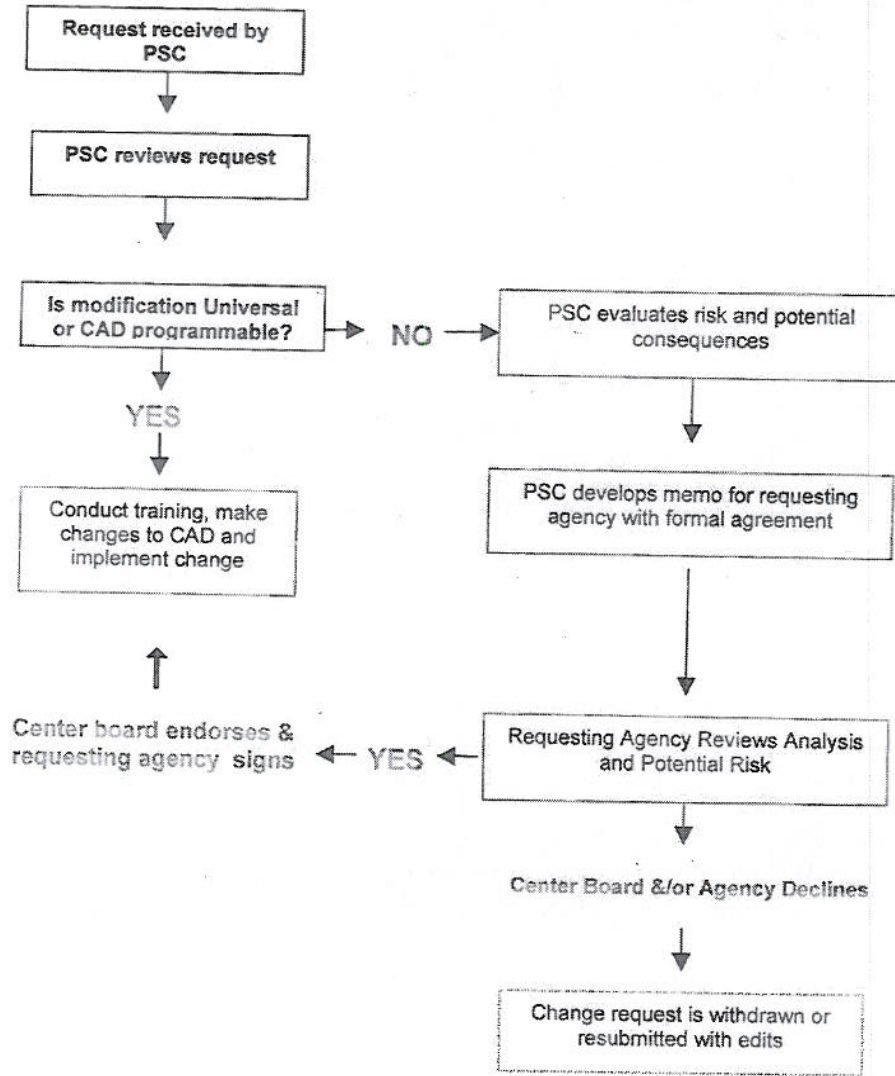
Review Process

The following steps detail actions to be taken from receipt of requests to final disposition.

- A technical and operational analysis of the request will be conducted by the Operations Manager and others as required. See *Analysis Form – Attachment B*

- The Operations Manager will draft a memo to the requesting agency delineating risk and potential consequences of implementation to the Center and/or other agencies.
- The PSC Director will review and sign the analysis form.
- A copy of the analysis will be sent to the requesting agency.
- The requesting agency will review the analysis and potential risk memo and either sign the memorandum of understanding assuming risk, or modify, or withdraw their request.
- The Operations Manager will notify the PSC Operating Practices Committee chair of the request and analysis and have it placed on their agenda for review and recommendation. A copy of the request, analysis and memorandum of understanding, if applicable, will be sent to committee members.
- The Operations Manager/Technology will notify the PSC Technical Committee chair and facilitate the item being placed on the Technology Committee's agenda when appropriate or requested. A copy of the request, analysis and memorandum of understanding if applicable, will be sent to committee members.
- The PSC Director will make the PSC Center Board chair aware of the Operating Practices Committee recommendation and have the item placed on the agenda for discussion and action. A copy of the request, analysis and memorandum of understanding, if applicable, will be sent to board members.
- The Operating Practices and Technical Committee chairs will attend the PSC Center Board and present their findings and recommendations.

Review Process Flow Chart for Changes *



*Minor changes as determined by the Director of Public Safety Communications may be implemented and then communicated to the Center Board chair and all applicable user agencies.

Training

It is the policy of the department that any and all adopted changes to policies, procedures, or guidelines will have an appropriate training component. The extent of training will be determined by the magnitude of the change, modification or addition.

1. Emergent requests anticipated to last no longer than a current shift may be communicated to staff verbally, followed by a written communication.
2. Any major modifications to standing policies, procedure or guidelines will require training via in-service.
3. New policies, procedures or guidelines will require the development of a training curriculum and associated syllabus. The Support Services Division will establish an appropriate training plan which will become part of the adopted implementation strategy and time table.

Implementation Time Line

A process will be adopted by the department to track client agency requests. Implementation strategies and time lines will be recommended by the PSC Director and established by the PSC Center Board with the full input from the Operating Practices and Technology committees.

It is the intent of the Center to meet the varied needs of the client agencies in a timely manner while maintaining program consistency and integrity. To that end, the following time line for moving requests through committee will be utilized.

1. If the Operating Practices Committee fails to meet due to quorum or is unable to come to a recommendation on the request, the department will request action by the PSC Center Board at their next scheduled meeting.

Review Guidelines

The following criteria is to be used when conducting an internal analysis of the request.

- Is the request CAD programmable? Deviation from the use of CAD as the driver for call taking and dispatching decisions can result in service disruptions and other risks.
- Is the request consistent in the way in which calls are presently taken by staff? Call takers should not be expected to vary the way that they process an incoming call for service based solely on the agency's request.
- Does the Center have trained staff to accommodate the request?
- Is there a significant fiscal impact to the request?
- Have all agencies potentially affected by the request been alerted to the change/modification or addition?
- Does this request adversely impact the way in which other agencies provide their services?
- Will the request cause the department to change call taking procedures for one specific agency? Only changes that can be consistently applied to a call type (police, fire, EMS) will normally be endorsed.
- Does the request create a new type of call? If so, can this be accommodated within the structure of the call management guidelines (i.e., can a call type be added to Priority Dispatch)? If the change is CAD programmable and not reliant on Communicators manually overriding established policies, procedure or guidelines, the change should be endorsed.

Request for Change

Date: _____

Requesting Agency: _____

Requestor: _____ Title: _____

Contact Information: (Telephone #) _____ (e-mail) _____

Request Category: (Please check all that apply)

- Change or Modification to Existing Policy, Procedure or Guidelines
- Addition of a new Policy, Procedure or Guideline
- Modification or updates to Radio Communications Hand Book
- Other

Specify exactly what is being requested. The requestor may attach a copy of the modified document.

Requestor Signature: _____

Attachment A

Department Analysis Form

Is the request consistent? Yes No

If not, specify how this request differs from the standard process.

Is the request CAD programmable? Yes No

If not, specify the risk and deterrents associated with implementation.

Is there a fiscal impact to this request? Yes No

Specify long and short term fiscal effects.

What, if any, potential consequences or risk of error are associated with this request?

Attach additional information as required.

Are there sufficient trained staff to accommodate the request? Yes No

If not, outline training needs to accommodate the request and staffing requirements.

Training Requirement

- In-service (classroom)
- Development of specific training curriculum and syllabus
- Other _____

Specify the time required to develop and deliver training. _____

Project the cost of development and delivery. \$ _____

Project cost per employee contact \$ _____

Analysis completed by: _____

Attachment B

Dane County Public Safety Communications

Policy & Procedure 5.2 Emergency Call Handling September 19, 2008

Appendix H

Classifications, Definitions and Responses to 9-1-1 Calls

Abandoned

Definition / Characteristics

- Call ended before answer
- Indicated by an interrupted dial tone heard upon answer

Default CAD Codes

- Incident type law 98A
- Priority 3

Action to be taken

- Landline
 - Dispatch to displayed location
 - Call back / break / leave message
 - Re-classify / re-prioritize on contact
- Insufficient ANI/ALI
 - Contact telephone companies as needed to determine location
 - Dispatch to determined location
 - Call back / break / message
 - Re-classify / re-prioritize on contact
 - Report data discrepancies
- Wireless phase I
 - Broadcast information to units in area
 - Call back
 - Leave message if voice mail
 - Re-classify / re-prioritize on contact
- Wireless phase II
 - Assign incident to jurisdictional unit
 - Call back
 - Leave message if voice mail
 - Re-classify / re-prioritize on contact

Dane County Public Safety Communications

Policy & Procedure LE-01 Immediate Dispatch of Law Enforcement

Policy: Public safety is paramount. Public safety will be continuously considered with every request for law enforcement assistance. Law enforcement assistance will be immediately dispatched to every situation where there is any doubt whatsoever that anyone's safety is at all in jeopardy.

Replaces: Immediate Dispatch of Law Enforcement, 11/07/08

Approvals: Established, 02/18/09, PSC Center Board

Procedure

Dispatch all calls requesting law enforcement service if there is any doubt whatsoever that anyone's safety is at all in jeopardy or there is any indication of a threat to public safety.

Dispatches shall be made to the closest law enforcement officer who has jurisdiction.

If a jurisdictional officer is not available, a supervisor or an officer-in-charge from a law enforcement agency that has jurisdiction shall be immediately notified.

In the event that no officer is available from a jurisdiction of record outside the City of Madison and within Dane County, in accordance with current practice, the Dane County Sheriff's Office officer-in-charge or other Dane County Sheriff's Office supervisor shall be notified.

Additional Information

These procedures do not revise or eliminate any protocol, but rather guide the amount of discretion our staff may exercise. How high to prioritize, and/or how soon to dispatch a call for service is sometimes a matter of discretion. Where public safety is in doubt, staff shall use this discretion to cause an immediate dispatch.



DANE COUNTY

Kathleen M. Falk
County Executive

DATE: November 7, 2008

TO: Kathy Krusiec, Interim Director
Public Safety Communications Center

FROM: Kathleen M. Falk *KM*
Dane County Executive

Thank you for the update on the events of November 3rd and your diligent efforts to lead and improve our 911 system. I appreciate the service of our dedicated staff.

Clearly, one of the biggest issues faced by the Center is the proliferation of different dispatch policies from the great variety of 85 different police, fire, and medical emergency services the Center serves across Dane County. Of particular concern are those that affect police dispatch.

While we rightly strive to offer service tailored to each service's requests, our first and paramount responsibility is to public safety. I am concerned that communicators' need to continually know and weigh these different rules sometimes hinders their ability to make as timely decisions as they must. Any such hindrance is unacceptable.

Emergency dispatchers are the community's link to public safety services. Their primary responsibilities should be to answer calls for assistance, gather as much information as possible for emergency responders and then dispatch help. Current policies require dispatchers to apply discretion prior to dispatching a wide variety of calls related to law enforcement. This degree of subjectivity is not always in the best interest of public safety.

To address these concerns, I direct you to take the following steps:

1. Work with the Center Board to initiate and conduct a review of all existing law enforcement dispatch protocols, procedures, and agreements. I have consulted with Center Board Chairman Boylan and recommended creation of a special sub-committee to review all existing documents regarding law enforcement dispatch policies. Share the results of this review with the 911 auditors. It is my hope this review will eliminate any redundancy, confusion, or needless complexity. Three to six months is an adequate timeframe for this much needed, thorough review.
2. Until this review is complete and acted on by the Center Board, immediately instruct 911 communicators and supervisors to dispatch all calls requesting police service if there is any doubt whatsoever that anyone's safety is at all in jeopardy. If there is any doubt about a call related to law enforcement, dispatch the police if there is any indication of a threat to public safety. I am not revising or eliminating any protocol;

City-County Building, Room 421, 210 Martin Luther King, Jr. Boulevard, Madison, Wisconsin 53703
PH 608/266-4114 FAX 608/266-2643 TDD 608/266-9138

- rather, I am directing you to offer clear guidance to our dispatchers in the use of their discretion. This is an appropriate use of our 911 Center's discretion.
3. I hope the County Board will come to share my judgment that Police Priority Dispatch, with its use of nationally tested protocols and quality assurance, is the direction to which the Center should move. These uniform response standards will reduce the use of subjectivity in determining appropriate law enforcement responses to incidents. Implementation must not be rushed and should be undertaken in a thorough, deliberative, and cooperative fashion, following County Board approval.
 4. All the managers and policymakers connected to the 911 Center, myself certainly included, begin working on the findings of the 911 Audit as soon as it is delivered (currently expected in January). I expect the Audit to address the variety of dispatch protocols implemented by the 911 Center. The special Center Board sub-committee will then be ready to take up any recommendations on this topic.
 5. Please promptly initiate appropriate actions to determine whether discipline is necessary and if so, pursue those actions as expeditiously as possible.

Thank you.

Wireless 911 Services

FCC Consumer Facts

Background

The number of 911 calls placed by people using wireless phones has significantly increased in recent years. It is estimated that about 70 percent of 911 calls are placed from wireless phones, and that percentage is growing.

For many Americans, the ability to call 911 for help in an emergency is one of the main reasons they own a wireless phone. Other wireless 911 calls come from "Good Samaritans" reporting traffic accidents, crimes or other emergencies. The prompt delivery of wireless 911 calls to public safety organizations benefits the public by promoting safety of life and property.

Unique Challenges Posed by Wireless Phones

While wireless phones can be an important public safety tool, they also create unique challenges for emergency response personnel and wireless service providers. Since wireless phones are mobile, they are not associated with one fixed location or address. While the location of the cell site closest to the 911 caller may provide a general indication of the caller's location, that information is not usually specific enough for rescue personnel to deliver assistance to the caller quickly.

The FCC's Wireless 911 Rules

The Federal Communications Commission (FCC) has adopted rules aimed at improving the reliability of wireless 911 services and the accuracy of the location information transmitted with a wireless 911 call, as part of our efforts to improve public safety. Such improvements enable emergency response personnel to ensure that Public Safety Answering Points (PSAPs) receive meaningful, accurate location information from wireless 911 callers in order to dispatch local emergency responders to the correct location and to provide assistance to 911 callers more quickly.

The FCC's Wireless 911 Rules (cont'd)

The FCC's wireless 911 rules apply to all wireless licensees, broadband Personal Communications Service (PCS) licensees and certain Specialized Mobile Radio (SMR) licensees. Mobile Satellite Service (MSS) providers, however, are currently excluded.

The FCC's basic 911 rules require wireless service providers to transmit all 911 calls to a PSAP, regardless of whether the caller subscribes to the provider's service or not.

Phase I Enhanced 911 (E911) rules require wireless service providers to provide the PSAP with the telephone number of the originator of a wireless 911 call and the location of the cell site or base station transmitting the call.

Phase II E911 rules require wireless service providers to provide more precise location information to PSAPs; specifically, the latitude and longitude of the caller. This information must be accurate to within 50 to 300 meters depending upon the type of location technology used.

(More)



The FCC's Wireless 911 Rules (cont'd.)

The FCC recently required wireless carriers to provide more precise location information to PSAPs. As a result, wireless carriers will be required to comply with the FCC's location accuracy rules at either a county-based or PSAP-based geographic level. The new standards apply to outdoor measurements only, as indoor use poses unique obstacles.

Compliance

The FCC recently established benchmarks that wireless service providers must meet over a period of eight years – providing wireless carriers with a reasonable amount of time to meet the agency's more stringent location accuracy requirements.

Beginning in 2011, wireless service providers must file with the FCC a list of counties, or portions of counties, that they seek to exclude from the location accuracy requirements. The FCC will permit wireless carriers to exclude counties, or portions of counties, only where wireless carriers determine that providing location accuracy is limited, or technologically impossible, because of either heavy forestation or the inability to triangulate a caller's location. Wireless carriers must report any changes to their exclusion lists within thirty days of such changes. The exclusion lists and changes must be reported in the record of the FCC's docketed proceeding addressing location accuracy, *PS Docket No. 07-114*, which is publicly available on the FCC's Electronic Comment Filing System (ECFS) webpage.

Tips for Consumers

As stated above, a wireless service provider may not be able to accurately and automatically determine a 911 caller's location. As a result, when replacing your handset, you should always ask about the new handset's E911 capabilities. Some providers may offer incentives to encourage customers without location-capable phones to obtain new location-capable phones. For example, they may offer location-capable handsets at a discount.

Tips for Consumers (cont'd)

Some providers may choose to prevent reactivation of older handsets that do not have E911 capability, or they may adopt various other measures.

If a provider declines to reactivate a handset that is not location-capable, the FCC still requires the provider to deliver a 911 call from that handset to the appropriate PSAP.

Tips for 911 Calling

Consumers making a 911 call from a wireless phone should remember the following:

- Tell the emergency operator the location of the emergency right away.
- Provide the emergency operator with your wireless phone number, so if the call gets disconnected, the emergency operator can call you back.
- PSAPs currently lack the technical capability to receive texts, photos and videos.
- If your wireless phone is not "initialized" (meaning you do not have a contract for service with a wireless service provider), and your emergency call gets disconnected, you must call the emergency operator back because the operator does not have your telephone number and cannot contact you.
- To help public safety personnel allocate emergency resources, learn and use the designated number in your state for highway accidents or other non life-threatening incidents. States often reserve specific numbers for these types of incidents. For example, "#77" is the number used for highway accidents in Virginia.
- Refrain from programming your phone to automatically dial 911 when one button, such as the "9" key, is pressed.



Tips for Calling 911 (cont'd)

Unintentional wireless 911 calls, which often occur when auto-dial keys are inadvertently pressed, cause problems for emergency call centers.

- If your wireless phone came pre-programmed with the auto-dial 911 feature already turned on, turn this feature off. Consult your user manual for instructions.
- Lock your keypad when you're not using your wireless phone. This action prevents accidental calls to 911.
- Consider creating a contact in your wireless phone's memory with the name "ICE" (in Case of Emergency), which lists the phone numbers of people you want to have notified in an emergency.

Filing a Complaint with the FCC

If you have a problem completing a 911 call from your wireless phone, first try to resolve the problem with your service provider. If you cannot resolve it directly, or if you think your wireless service provider is not complying with the FCC's wireless 911 requirements, you can file a complaint with the FCC. There is no charge for filing a complaint. You can file your complaint using an online complaint form found at www.fcc.gov/complaints. You can also file your complaint with the FCC's Consumer Center by calling 1-888-CALL-FCC (1-888-225-5322) voice or 1-888-TELL-FCC (1-888-835-5322) TTY; faxing 1-866-418-0232; or writing to:

Federal Communications Commission
Consumer & Governmental Affairs Bureau
Consumer Inquiries and Complaints Division
445 12th Street, S.W.
Washington, DC 20554

What to Include in Your Complaint

When you open the online complaint form, you will be asked a series of questions that will take you to the particular section of the form you need to complete. If you do not use the online complaint form, your complaint, at a minimum, should indicate:

- your name, address, email address and phone number where you can be reached;
- the name of the company that you're complaining about; telephone number involved, account number, date of incident and description of the problem.

For More Information

For more information about the FCC's wireless 911 rules, visit the FCC's wireless 911 website at www.fcc.gov/pshs/services/911-services. For information about other telecommunications issues, visit the FCC's Consumer & Governmental Affairs Bureau website at www.fcc.gov/consumer-governmental-affairs-bureau, or contact the FCC's Consumer Center using the information provided for filing a complaint.

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