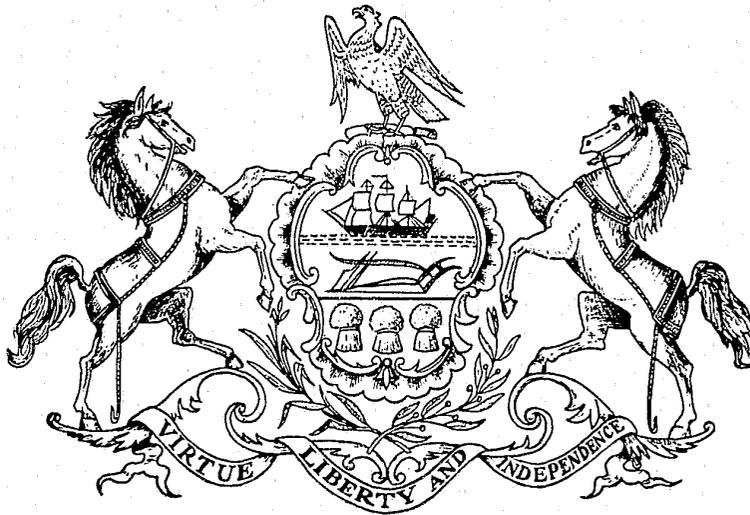


THE 9-1-1 REPORT

TO THE



67492

GENERAL ASSEMBLY
OF
PENNSYLVANIA

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EXECUTIVE SUMMARY

The 9-1-1 emergency telephone number program is a system to provide a single, three-digit telephone number to the public to call for assistance from police, fire, medical or other emergency services, when needed.

Act 1978-42 calls for a plan to implement 9-1-1 emergency telephone service throughout the Commonwealth. The Governor assigned the task of developing that plan to the Pennsylvania State Police. The Commissioner, Pennsylvania State Police established the 9-1-1 Development Division within the Bureau of Technical Services; the Division became operational on July 17, 1978.

This 9-1-1 Report to the General Assembly is submitted in accordance with the mandate of Act 1978-42.

The single most important lesson contained in this report is: 9-1-1 emergency telephone system implementation must be viewed not as an entity itself, but it is an integral element of the total public safety telecommunications system. The thrust of this report and the recommended draft legislation are predicated on this premise.

The implementation of a state-wide 9-1-1 system for Pennsylvania is seen as being a sum of the parts as opposed to the single, centrally controlled system. The main advantage to this method is that it will require intense active participation by units of local government and the providers of emergency services in the planning, design, implementation, and operation of the system. The resulting local systems, designed to meet local needs, will be more efficient and cost effective, and can more readily be adapted into a truly integrated state-wide public safety telecommunications network.

In analyzing existing emergency public safety telecommunications systems, it became patently obvious that in most cases no attempt was being

made to consolidate or integrate in any manner, inter-jurisdictional telecommunications systems. As is noted in the report, many system implementations throughout the State utilize the "quick fix" approach. However, there are a few model systems that can be used as examples of how public safety telecommunications systems should be implemented.

Studying those programs throughout Pennsylvania which are related to or will impact on 9-1-1 implementation, the most noteworthy is the Emergency Medical Services (EMS) system. There is a ray of hope for consolidating resources and integrating telecommunications systems at the local level of government. This has been accomplished primarily because of the constraints mandated by the funding sources.

The financing of 9-1-1 throughout the Commonwealth will require courage and leadership on the part of the General Assembly, as well as the establishment of a close working relationship with elected officials at the local government level.

The implementation schedule presented is attainable. However, it must be reiterated that the schedule is responsive to funding.

The proposed legislation at Appendix G is believed to be a logical first step toward achieving the goals established in Act 1978-42.

F O R E W O R D

The General Assembly of the Commonwealth of Pennsylvania enacted House Bill 72 which called "for the development of a State-wide emergency telephone number '9-1-1' system plan..."; the Bill became Act 1978-42 when signed into law by Governor Shapp on April 28, 1978. The Act is known as the "Emergency Telephone Act". See Appendix A.

The concept of a nation-wide telephone number was first realized in Great Britain more than thirty-five years ago, with that country's establishment of an emergency number, i.e. "999". In March of 1973 the Office of Telecommunications Policy, Executive Office of the President, issued a national policy statement which recognized the benefits of 9-1-1, and encouraged the nation-wide adoption of 9-1-1 as the emergency telephone number. By enacting House Bill 72 into Act 1978-42, the General Assembly indicated their belief that 9-1-1 emergency telephone access to public safety services throughout the Commonwealth is a desirable goal.

The Governor assigned the task of implementing the Act to the Pennsylvania State Police, who then established the "9-1-1 Development Division" within the Bureau of Technical Services at Department Headquarters. The Division became operational on July 17, 1978.

It is to be noted also, that while the legislation was aimed specifically at studying the impact of implementing 9-1-1 emergency telephone service throughout the Commonwealth, it became patently apparent at the outset that the 9-1-1 Development Division could not look at 9-1-1 in isolation. As will be borne out in the text of the Report, it was necessary to look at any 9-1-1 system as a tool by which a citizen can gain access to public safety services. As a direct corollary, the implementation of a single, common telephone number to use in requesting public safety assistance, has caused each unit of local government which provides those services to take an in-depth, (i.e. qualitative and quantitative) look at their existing methods of delivering the requested services. Therefore this report is not only a plan for implementing 9-1-1 emergency telephone service throughout the State, it also is a commentary on the necessity to resolve the larger problems intrinsic to public safety telecommunications in Pennsylvania.

A C K N O W L E D G E M E N T

The 9-1-1 Development Division, Bureau of Technical Services, Pennsylvania State Police owes a debt of gratitude to many people throughout the Commonwealth for their assistance in getting this Report to the General Assembly. It would be an impossible task to name every individual.

A special note of thanks should go to the County Commissioners who appointed their respective planning groups to develop the County's plan. Our job would have taken much, much longer without their willingness to become involved.

Following is a list of contributors to this product:

9-1-1 Policy Guidance Council

Richard C. Austin	- Chief, Telecommunications Division Bureau of Management Services, Governor's Office of Budget and Administration
Donald Beitzel	- Chief, Building Service Management, Department of Environmental Resources
John D. Catone	- Acting Director, Public Information, Pennsylvania Turnpike Commission
Lee D. Cunningham	- Director of Communications, Pennsylvania Turnpike Commission
William Dethlefs	- Director, Emergency Medical Services, Pennsylvania Department of Health
Thomas J. Gentzel	- Assistant, Executive Director, County Commissioner's Association
Alan L. Herd	- Director, Bureau of Management Services, Pennsylvania Department of Community Affairs
Elan M. Herr	- Legislative Representative, Pennsylvania State Association of Township Supervisors

- Carl C. Kuehn, II - Warning & Communications Officer,
Pennsylvania Emergency Management
Agency
- John B. Malcolm, Jr. - Telecommunications Management
Officer, Pennsylvania Department
of Transportation
- Barry R. Mroczka - Director, Office Services Division,
Pennsylvania Department of Justice
- Robert W. Ruddy - Chief, Paxtang Police Department,
Pennsylvania Chiefs of Police
Association
- Mary Ann Shilling - Research Director, Pennsylvania
League of Cities
- Richard Suter - Business Sales Administrator,
United Telephone Company of
Pennsylvania
- Peter Unuscavage - Public Utility Engineer,
Pennsylvania Public Utility
Commission

Telephone Industry Advisory Committee

- William F. Devenney - Bell of Pennsylvania
- Thomas Hoskins - Commonwealth Telephone Company
- Dennis R. Mervis - Mid-Penn Telephone Corporation
- Thomas Shultz - General Telephone Company of
Pennsylvania
- Richard Suter - United Telephone Company of
Pennsylvania

The General Assembly

- James J. Gallen - Chairman, Committee on State
Government, House of
Representatives
- June Honaman - Chairperson of the Telecommuni-
cations Subcommittee of the
Committee on State Government;
Vice-Chairperson of the Committee
on State Government, House of
Representatives
- Joseph P. Kolter - Chief sponsor of House Bill 72,
(Act 1978-42), House of
Representatives

Staff Services Section Commanders and Troop Communications Specialists

<u>Staff Services Section Commanders</u>		<u>Troop Communications Specialists</u>
	<u>Troop A</u>	
Lt. James W. Crouse		Tpr. Donald B. Christopher
	<u>Troop B</u>	
Lt. Stanley J. Oleski		Tpr. Michael A. Mulholland
	<u>Troop C</u>	
Lt. Thomas F. Williams and Lt. Andrew E. Shedlock		Tpr. Richard A. Carnes
	<u>Troop D</u>	
Lt. Arnold Fonseca		Tpr. Joseph C. Appel
	<u>Troop E</u>	
Lt. Richard McDowell and Lt. William A. Mericle		Tpr. James B. Manno
	<u>Troop F</u>	
Lt. Charles J. Draus		Tpr. Alexander Remchak
	<u>Troop G</u>	
Lt. Charlie M. Wheeler		Cpl. Frederick J. Rokosky
	<u>Troop H</u>	
Lt. Anthony W. Rossi		Cpl. Jerald H. Webster
	<u>Troop J</u>	
Lt. Joseph P. Skapik		Tpr. Frederick N. Mitchell, III
	<u>Troop K</u>	
Lt. Paul Fedock and Lt. Joseph A. Lopez		Tpr. Terry L. Miller
	<u>Troop L</u>	
Lt. Stanley J. Pijar		Tpr. William A. DiGilio
	<u>Troop M</u>	
Lt. James L. McCann		Tpr. Paul D. Kohuth
	<u>Troop N</u>	
Lt. Roman J. Pawloski		Tpr. Walter J. Garstka
	<u>Troop P</u>	
Lt. Edward J. Pucylowski		Tpr. Burnell J. Stambaugh
	<u>Troop R</u>	
Lt. Donald F. McGlynn		Tpr. Eugene R. Baidas

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Chapter ONE

I N T R O D U C T I O N

This is "The Report of the 9-1-1 Development Division to the General Assembly". The Report is not intended to be a manual on implementing 9-1-1. The purpose of this report is to make recommendations to the General Assembly, and provide information for decision making on implementation of a Pennsylvania 9-1-1 program.

The execution of Act 1978-42 was assigned to the Pennsylvania State Police when the Governor signed it into law on April 28, 1978. The Commissioner, Pennsylvania State Police, established the 9-1-1 Development Division within the Bureau of Technical Services at Department Headquarters. The Division is composed of four persons, three Communications Specialists and one Clerk Typist. One Communications Specialist and the Clerk Typist are from Department Headquarters personnel resources, and two Communications Specialists are assigned to the project from the Telecommunications Division, Bureau of Management Services, Governor's Office of Budget and Administration, one of whom serves as Division Director and is assigned on a 50-50 basis split between 9-1-1 and the Telecommunications Division. The other Communications Specialist from the Governor's Office is assigned as full-time 9-1-1. This arrangement has worked extremely well.

The Division began operations on July 17, 1978. Early decisions which set the course of the project included:

- a. Surveys of available 9-1-1 plans from various states which are doing anything toward 9-1-1 implementation (e.g. California, Florida, Illinois, Minnesota) indicated varying degrees of state-wide planning for 9-1-1 from the state level. For these and other documents see Bibliography. There were no apparent provisions

intrinsic to these documents for information to flow to the state level from the "grass roots"; further, there did not appear to be any vehicle for considering the status of the various telephone companies operating in a given state. For these, and other reasons, it was decided that Pennsylvania should not follow this route.

- b. The decision was made to take a near opposite tack, i.e. to go out to those who will be responsible for the implementation/operation of any system to be devised and ask them to develop plans which meet their local requirements. Guidance would be developed and promulgated, and planning assistance would be provided. Letters were sent to the Chairman Commissioner of each County on July 21, 1978 stating this procedure and requesting their support.
- c. Another decision was made early in the project which has proven very beneficial, and that was to utilize the Troop Communications Specialist at each Troop Headquarters as the 9-1-1 planning coordinator and point of contact, for those Counties within the Troop's jurisdiction. Work began immediately to develop a training "package" to educate the Troop Communications Specialists on their duties relative to 9-1-1 planning. A seminar was conducted at the Pennsylvania State Police Academy in Hershey on October 24, 25, 26, 1978 to familiarize the Troop Communications Specialist and his supervisor, the Staff Services Section Commander, with the materials provided, and in general what was expected of them.

As a matter of policy the 9-1-1 Development Division responded

to requests for assistance from local governments via personal visits. These visits proved to be extremely beneficial to the program. It should be noted here that this is a program of education; not only did the Division provide education to the field, the field provided some very valuable feedback to the Division.

One truly significant lesson learned is, any 9-1-1 development program must consider 9-1-1 only as a tool for public access to emergency services. In other words, 9-1-1 is one integral part of a total public safety telecommunications system. This point will be stressed throughout this Report. The ultimate goal of any plan to implement 9-1-1 emergency telephone service within Pennsylvania is to provide 9-1-1 service to each person in Pennsylvania. Therefore, the area to be served can be logically defined as the Commonwealth of Pennsylvania. The legislative intent, as stated in Act 1978-42, is "..... to establish and implement a cohesive State-wide emergency telephone number '9-1-1' plan which will provide citizens with rapid direct access to public emergency operation centers.....".

It should be noted here that while State-wide coverage by access to 9-1-1 is the goal, the goal should not be attempted in a singular fashion, e.g. by mandate from the State to units of local government. Rather, the more logical manner to realize State-wide coverage is to provide impetus to the several units of local government and to their servicing telephone companies, to allow them to develop and implement a locally reasonable system.

In addition to responding to the requests for assistance from units of local government, the 9-1-1 Development Division welcomed the opportunity to make presentations to non-governmental entities such as Berks County Zone 4 firemen, Keystone Fire Chiefs Association, Pennsylvania League of Cities Convention, Pennsylvania Independent Telephone Association, Pennsylvania Emergency Health Services Council, and many other groups. A static display designed to present 9-1-1 was constructed and transported to various meetings throughout the Commonwealth; the display precipitated many questions which were answered on the spot and also generated follow-up queries and comments.

A Glossary of Terms and Bibliography are attached as Appendix B and C respectively.

This Report is submitted in accordance with the mandate contained in Act 1978-42.

Chapter TWO

9-1-1 PUBLIC SAFETY TELECOMMUNICATIONS

STATE SYSTEM CONCEPT

The concept presented in this chapter is for a complete public safety telecommunications system, with the telephone number 9-1-1 being the citizen's primary means of obtaining access for emergency services. A citizen should be able to rapidly summon aid in any emergency. In order for public safety agencies to provide the required aid they must have communications with the citizen and communications with the sources of aid; i.e., the police, fire, and emergency medical services.

The concept presented in this chapter represents the Pennsylvania 9-1-1 public safety telecommunications system concept toward which the state should evolve. The concept will be a valuable guide to public safety telecommunications planning for each public agency concerned.

The system concept should include the following fundamental elements:

- * The availability to any citizen in Pennsylvania access to emergency services by the Emergency Telephone Number, 9-1-1.
- * Emergency Operations Centers (EOC's) shall be established to provide 24-hour public access to public safety services.
- * CB radio will be installed in the EOC's and Channel 9 monitored continuously for public access by motorists requiring emergency services when a telephone is inaccessible.

- * All Emergency Operations Centers will have 24-hour access to the Commonwealth Law Enforcement Assistance Network (CLEAN) System.
- * All Emergency Operations Centers will be staffed with personnel who have received training which meets a state established minimum standard.
- * All Emergency Operations Centers will be equipped to provide public access to emergency services from handicapped persons.
- * All Emergency Operations Centers will have telecommunications access to local Emergency Management Agency Centers.
- * Mobile communications networks will be configured and/or expanded as required to provide state-wide interagency coordination.

Chapter THREE

ANALYSIS OF EXISTING EMERGENCY PUBLIC SAFETY TELECOMMUNICATIONS

A county-by-county inventory of existing emergency public safety telecommunications is being developed as county plans are received by the 9-1-1 Development Division. This inventory will be available from the 9-1-1 Development Division when all plans are received.

As was stated earlier, a 9-1-1 emergency telephone system cannot be developed in isolation from existing or projected public safety telecommunications systems. Therefore an integral part of the study of how to develop and implement a state-wide 9-1-1 system is the status of existing public safety telecommunications systems.

Every County within the Commonwealth has something purporting to be a public safety telecommunications system. None is state-of-the-art. Philadelphia's system is the most sophisticated because that system contains a Computer Assisted Dispatch (CAD) sub-system. The opposite is probably Cameron County where the three persons who operate a radio located at the County jail ("Cameron County Control") on an "as required" basis are permitted to reside in jail facilities and are paid two hundred eighty dollars (\$280.00) per month. The remaining sixty-five (65) counties are somewhere between these two extremes. An example of the status of existing public safety telecommunications systems within the Commonwealth is McKean County; within the County, fifty percent (50%) of the fire apparatus have no communications capability, which means once they leave the fire house they cannot be contacted by the existing telecommunications system until they return (this situation is partially overcome by members bringing their personal Citizens Radio Service (CB) radios from their personal vehicles along with them onto the fire apparatus). This dearth of equipment is in no way exclusive to McKean County.

A word about Citizens Radio Service (CB). One of the tenets intrinsic to the establishment of an Emergency Operation Center (EOC) is the capability to monitor Channel 9 of Citizens Radio Service (CB), which has been designated as the citizen's emergency channel by the Federal Communications Commission (FCC). Channel 9 is being monitored at varying levels of local government around the State. Generally speaking, it appears to be working out quite well in most locations; there are some areas with problems, most of which can be traced to a lack of organization, or competing organizations vying for primacy. It is anticipated that with the advent of the National Emergency Aid Radio (NEAR) program, under the sponsorship of the National Highway Traffic Safety Administration and being coordinated by Pennsylvania Department of Transportation (PennDOT), many of these existing difficulties will vanish. One specific area of concern about Citizens Radio Service (CB) is its use by public safety services (fire, police and ambulances), in lieu of more expensive and reliable equipment.

There are several arguments proffered for using CB:

- a. "They are readily available".
- b. "They are inexpensive".
- c. "There are no readily available funds for purchase of more sophisticated equipment".
- d. "There is too much paper work involved in obtaining grants for more sophisticated equipment".

No matter the number given nor their relative validity, one fact must be recognized, and that is, that this manner of use is in no way a proper use of the Citizens Radio Service. There are alternative sources available for the acquisition of telecommunications equipments; in many instances this is not widely known, but this can be overcome by education. Overcome it must be, and as soon as practicable.

To say the public safety telecommunications system existing throughout the Commonwealth are diverse is an oversimplification of a truly real and grave problem. One of the primary reasons for this problem is, there is no clear and present authority to set a goal to be attained, nor to chart a course to be followed. Randomly selected examples are:

- a. There are no guidelines even purporting to estab-

lish standards for telecommunications equipment, personnel, training, or systems for law enforcement agencies in the State. Presently there is no requirement that funding sources coordinate their efforts and often political considerations dictate policy.

- (1) The Pennsylvania Commission on Crime and Delinquency (nee Governor's Justice Commission), as the State Planning Agency associated with the Law Enforcement Assistance Administration of the U. S. Department of Justice has established parameters which must be adhered to by applicants for funds administered by them. However, the parameters carry no authority beyond the jurisdiction of the Commission.
 - (2) Pennsylvania Department of Transportation administers certain funds allocated to the State by the National Highway Traffic Safety Administration. Agencies in Pennsylvania are permitted to apply for funding of their telecommunications projects under this program.
- b. Likewise, there are no existing guidelines established for standardizing telecommunications requirements for the fire services within the State. Funding sources available to provide telecommunications support to the fire services in Pennsylvania for all practical purposes are nonexistent.
 - c. Those standards which are established for ambulance services throughout the State are primarily Federal. There are no State standards existing for those ambulance services which do not receive federal support funds.

There is much activity by units of local government throughout the Commonwealth in the broad field of public safety telecommunications. The activity does not have anything purporting to be standardized goals toward which the communities should evolve. Individual units of government are striving to satisfy their local requirements, but on the whole they are not coordinating their efforts. The activities in most areas are not the result of planning toward the total telecommunications concept referred to in Chapter TWO, but reflect the "quick fix" approach as a solution to a long term problem.

The situation depicted here, while appearing bleak can be readily rectified. Finite guidelines and the mechanism(s) to enforce them, will contribute greatly to the reduction of this haphazard approach to solving a problem of many facets. Economies of scale will also result.

Chapter FOUR

RELATED PROGRAMS

There are several state-level programs in existence which impact on 9-1-1 implementation. These programs will be defined and discussed in this Chapter.

The programs to be discussed are primarily sources of funding. Qualified applicants may seek funding for telecommunications, from hand-held radios to Computer Assisted Dispatch systems; however, none of these programs fund exclusively for telecommunications. Each of the sources has unique guidelines for disbursing their funds; they encourage applicants to include implementation of a 9-1-1 subsystem coincident with their telecommunications requests.

Emergency Management Agency The Pennsylvania Emergency Management Agency (PEMA) was created "To assure prompt, proper and effective discharge of basic Commonwealth responsibilities relating to civil defense and disaster preparedness, operations and recovery." It is assigned the powers and duties "To establish, equip, and staff a Commonwealth and area emergency operations center with a consolidated state-wide system of warning and provide a system of disaster communications integrated with those of Federal, Commonwealth and local agencies involved in disaster emergency operations." (§ 7311; 7313, (2), Act 1978-323).

PEMA is primarily concerned with and oriented toward civil defense and disaster management. It is the lead agency within the Commonwealth for all matters concerning civil defense and disaster management. One element, as indicated above, is the Agency's powers and duties to establish and maintain a network of telecommunications to support their role within State government. The Agency makes available to units of local government, access to the PEMA communications network. There are directives existing which require selected units of local government to

participate in the operation of parts of PEMS's telecommunications network. For the most part, this is at the County level of government.

Guidelines for design, construction, and operating Emergency Operation Centers (EOCs) have been issued by the federal government. These guidelines must be adhered to by applicants (units of local government) when seeking funding assistance from the federal government. At the time this report is being prepared, thirty-five (35) counties in Pennsylvania have EOCs which are Federally approved; five (5) more counties are anticipating Federal approval during Calendar Years 1979-80.

Criteria for State recognition of EOCs are less than for Federal approval. These State criteria are established and administered by PEMA. In addition to those Federally approved, twelve (12) counties have EOCs which are State recognized; five (5) more are anticipating State recognition during Calendar Years 1979-80, a total of fifty-seven (57) EOCs.

Emergency Medical Services There is activity in virtually every county within the Commonwealth of some magnitude, relative to the goal of establishing a comprehensive emergency medical system, which includes as an integral part, a telecommunications network dedicated to the emergency medical system serving the area.

The premise for establishing any emergency medical services delivery system is based upon the existence of a telecommunications subsystem capable of immediate response to the precipitate call, and continuing communications until the need for emergency medical services has been satisfied. One element of the telecommunications subsystem prior to 9-1-1 implementation could be dedicated seven digit numbers to provide a citizen telephone access to emergency medical services with a minimum of confusion. This then should evolve to 9-1-1 emergency telephone access capability. The criteria for an emergency medical system requires planning for implementing a 9-1-1 system to compliment the emergency medical system.

Fire Services There is some fire service in each county in the Commonwealth. The magnitude of fire service varies considerably; Allegheny County has two hundred and fourteen (214) fire companies, while Cameron and Fulton have three (3) fire companies each. These are

valid and important statistics, however our main concern here is the telecommunications capabilities of the fire service, and that impact on implementation of any 9-1-1 system.

There was initial reluctance on the part of a number of individual fire service representatives to join in planning for 9-1-1 implementation. This reluctance was due almost entirely to lack of knowledge of 9-1-1 and misconceptions and misunderstandings of its role in public safety. When the 9-1-1 systems concept, Chapter TWO, was explained and understood, the vast majority of the reluctant heartily endorsed 9-1-1 implementation and worked actively on county 9-1-1 planning committees.

There are some serious limitations in the current capabilities of some fire companies to be considered viable elements of a public safety emergency response system. For instance, Potter County has no county fire radio system. Each fire company is dispatched to a fire call from a dispatch center external to the County. There are several of the rural, sparsely populated counties in which upwards of fifty percent (50%) of the fire apparatus have no communications capability (i.e. no radio) once they depart the fire house.

This lack of communications capability can result in extremely hazardous situations. However, it can be reduced to rather simple terms for solution: adequate planning and funding.

The situation in some counties is quite grave, and begs for immediate solution. The Office of the State Fire Commissioner is quite diligently working to define all these problem areas within the Commonwealth, and will make known his findings. Until action is taken on his recommendations, there will be fire companies in this State responding to fire calls with no communications capability, once they leave the fire house.

National Highway Traffic Safety The National Highway Traffic Safety Administration (NHTSA) of the U. S. Department of Transportation makes funds available to qualified applicants for improving safety on the nation's highways. Some of these funds have been obtained by local governments in Pennsylvania. Parameters exist for funding items of telecommunications equipment.

The NHTSA program which may someday impact significantly on emergency service access throughout the State is the National Emergency Aid Radio (NEAR) program. Ideally, any citizen with access to a CB radio will be able to access emergency services. This program in Pennsylvania is under the auspices of Pennsylvania Department of Transportation.

There is some visible movement in the NEAR program. The majority is in the private sector, "the grass roots"; citizens are interested, and in some localized areas are beginning to move on their own.

Pennsylvania Commission on Crime and Delinquency The Pennsylvania Commission on Crime and Delinquency (PCCD) is the State Planning Agency (SPA) through which the Law Enforcement Assistance Administration (LEAA) of the U. S. Department of Justice channels those funds authorized by the Omnibus Crime Bill.

Qualified applicants may seek funding for telecommunications to support their efforts at law enforcement. The PCCD continues to be amenable to funding for hardware for 9-1-1 implementation to the percentage that the hardware (and software) is law enforcement related. Nation-wide statistics show that seventy to eighty-five percent (70-85%) of the telephone calls received at a given point where requests for emergency services are answered, are requests for police services. Thus, if the applicant's figures show seventy percent (70%) of their calls are for police related services, PCCD will entertain a request for funding seventy percent (70%) of the cost for 9-1-1 installation at the given site. Each of the counties in Pennsylvania that now have 9-1-1 systems have received some funding assistance from PCCD.

Appalachian Regional Commission The Appalachian Regional Commission assists qualified units of government, both state and local, in the development of basic life support systems. In Pennsylvania the assistance provided is financial and technical. The Commission will financially assist governments in the planning, development, and implementation of basic life support systems to include the emergency telecommunications required to support them. Technical assistance is available to assist participating governments, as requested.

The Appalachian Regional Commission is currently involved in

twenty-three (23) counties throughout the Commonwealth. One example of the Commission's involvement is the SEDA Council of Governments (SEDA COG) development, and currently implementing a ten (10) county integrated public safety services system.

The Appalachian Regional Commission supports centralized Emergency Operations Centers (EOCs) and integration of telecommunications systems.

Chapter FIVE

9-1-1 IMPLEMENTATION COST

In previous chapters of this report it has been indicated that the emergency telephone number "9-1-1" can not be studied in isolation. It is only a means of accessing emergency services. Many counties in Pennsylvania have recognized this and established a telecommunications committee with the responsibility of planning a complete emergency telecommunications system. Act 1978-323 requires that every political subdivision in the Commonwealth establish, staff, and equip an Emergency Operations Center (EOC) and consolidate warning and communications systems in the EOC. This is a costly and unnecessary method of providing services for the people. It is necessary that all emergency functions be integrated into a team that can function as a unit in times of emergencies. This can be done through training and the integration of communications.

Seeing the integration of communications as the key to an efficient and effective emergency management system the ideal situation is the colocation of the County Emergency Management Center with the communications for that County. It should be pointed out here that this conflicts with the requirements of Act 1978-323 that each political subdivision establish an EOC. This is impractical from the standpoint of manpower, equipment and cost. The use of "County" here is not meant to imply that there is anything sacred about County boundaries. What is implied is the integration of services for a region of approximately county size to improve services and reduce cost. The actual size of the area to be covered depends on local conditions. It is recommended that the County be the level of local government charged with the responsibility of planning for emergency services and that they not be restricted to any political boundaries. This will permit the adjustment of emergency service systems to local conditions. The highest level of emergency services at the lowest cost is the criteria to be used.

In the previous paragraph it was indicated that the ideal situation is the colocation of the EOC for a region with the communications. However it is not necessary that this be done, since a very efficient and effective system can be developed if the communications are integrated. The real requirement is that emergency managers be able to communicate with their resources during an emergency. A number of Counties in Pennsylvania have established Emergency Communications Centers (ECCs) that are not colocated with County EOCs. This arrangement can provide all the communication requirements of emergency managers and in some cases may cost much less than a completely consolidated EOC.

Pennsylvania has an excellent start on implementing 9-1-1 statewide. The following Counties have 9-1-1 in operation:

<u>COUNTY</u>	<u>POPULATION</u>
Butler	127,491
Clarion	38,414
Cumberland	158,177
Dauphin	223,834
Indiana	79,451
Lackawanna	234,107
Lebanon	99,665
Philadelphia	1,948,609
Westmoreland	376,935
York	272,603
SUB TOTAL	3,559,736

Lancaster is planning to have their 9-1-1 system operational in October 1979. This will add

Lancaster	319,693
TOTAL	3,879,429

In addition there are approximately twenty (20) individual communities that currently have operational 9-1-1 systems. DuBois installed their 9-1-1 system in 1968 to become one of the earliest communities to establish 9-1-1 as their emergency telephone access number. These communities account for an additional 700,000 citizens covered by 9-1-1. This gives a total of 3,879,429 plus 700,000 or 4,579,429 out of Pennsylvania's 11,793,909 people that have access to emergency services by 9-1-1. This is approximately thirty-nine percent (39%) of the population. The existing 9-1-1 status is shown graphically in FIGURE 5-1.

By law, the Counties of Pennsylvania are divided into nine (9) classes. FIGURE 5-2 summarizes the status of 9-1-1 implementation by

these nine (9) classes.

To develop cost estimates for implementing 9-1-1, the nonrecurring and recurring cost information, provided by the thirty-three (33) Counties that submitted plans by August 15, 1979, was examined as well as cost estimates prepared for other States. For the estimate, the nine (9) County classifications system was used and cost figures developed for each class. It is recognized that the counties in any given class will not be identical and that the cost will vary depending upon the physical size of the County, the number of telephone companies serving the County, the number of telephone central offices and other factors. However, the County classification system provides a framework for estimating total cost that is as accurate as can be obtained short of detailed engineering and quotations from the telephone companies. Other factors considered in developing the cost estimate was that the General Assembly will require approximately one year to act on the recommendations contained in this report and that, on the average, another year at least will be required before any of the Counties that wait on legislation to implement their 9-1-1 systems, can be ready. This means that earliest implementation under State legislation would be 1981. FIGURE 5-3 presents the cost of implementation based on the factors outlined above. The figures given include only 9-1-1 telephone cost, no personnel, radio equipment or other cost.

From the effective date of any legislation that contains any form of State funding for 9-1-1 systems, the Counties that currently have operational systems would have to be eligible for their share. Almost all the Counties, that have submitted plans as of August 15, 1979, have indicated that they CAN NOT provide funds for 9-1-1 and if the State mandates a program the STATE MUST FUND for it.

The next point of concern is what the State should fund under a 9-1-1 program. As previously mentioned, the subject of 9-1-1 as an access means to all emergency services can not be addressed without some study of the other areas, such as Emergency Management (PEMA function), Police, Fire, and Emergency Medical communications. Does the State fund for establishment of the County EOC? Does the State fund for Police Communications? Does the State fund for Fire Communications? Does the

State fund for EMS Communications? As discussed in other sections of this report, there are sources of funding for some of these areas. The only service that is almost totally without funding sources is Fire.

It should be pointed out that out of the nine (9) classes of Counties, only three (3) classes have no 9-1-1 systems. These are Second, Second A, and Eighth Class Counties. The Eighth Class Counties have a very real problem in that they have very small populations, less than 20,000 inhabitants. When the cost of operating an EOC to provide all emergency services is prorated over this small number of inhabitants, the cost per taxpayer becomes high. In a larger County, for example a Fifth Class County with a population 125,000, the cost would be much smaller per individual taxpayer.

If the State makes the decision to fund 9-1-1, the first requirement will be to fund the current systems, and then to pick up the cost of additional Counties as they can plan and implement a program. For planning purposes a target date of 1985 (all Counties have 9-1-1 operational by end of 1985) has been established. This date is based on the Telephone Industry's ability to provide 9-1-1 service and the County's ability to plan for and implement. The assumption has also been made that progression of Counties going on line with their 9-1-1 system will be continuous over the six (6) year period. With these assumptions and using costs given in FIGURE 5-3, the following funding pattern has been developed:

<u>FISCAL YEAR</u>	<u>FUNDS REQUIRED</u> (in Millions)*
1980	2.00 (current systems)
1981	3.64
1982	5.33
1983	7.30
1984	9.60
1985	12.30
1986	13.53
1987	14.88
1988	16.37
1989	18.00

* Inflation factor of 10% used

In addition to the pure telephone cost listed above, some review and approval panel or group would be required to approve the disbursement of these funds. This group could be made up of paid officials to keep

the group operational cost down. However some administrative staff would be required to develop grant application procedures, applicants manuals, forms etc. and to administratively process applications and set up meetings of the group. The level of effort currently funded by the State for 9-1-1 Development should be adequate to provide administrative staff as well as the consultant services now being performed. The level of funding for the next fiscal year should be \$150,000. This level should be increased each year by approximately ten percent (10%) to account for inflation. This would provide funding as follows for the next six (6) years:

<u>FISCAL YEAR</u>	<u>APPROPRIATION</u> (000)
1980	150
1981	165
1982	182
1983	200
1984	220
1985	242

Other functions, such as personnel for police, fire, and EMS dispatch, and emergency management have not been addressed to this point. The police, fire, and EMS dispatch are clearly not 9-1-1 functions; however, if a County has nothing, and 9-1-1 is mandated, they will be forced to hire people for answering telephones at the least. The minimum level of manning for a twenty-four (24) hour a day seven (7) days a week operation should be five (5) people. Five (5) people with salaries and benefits should cost approximately \$65,000 per year. If more than one person per shift is required then the cost will be increased. This will present another addition of approximately \$715,000 per year, for the first year, \$1,430,000 plus inflation for the second year etc. This additional cost would be:

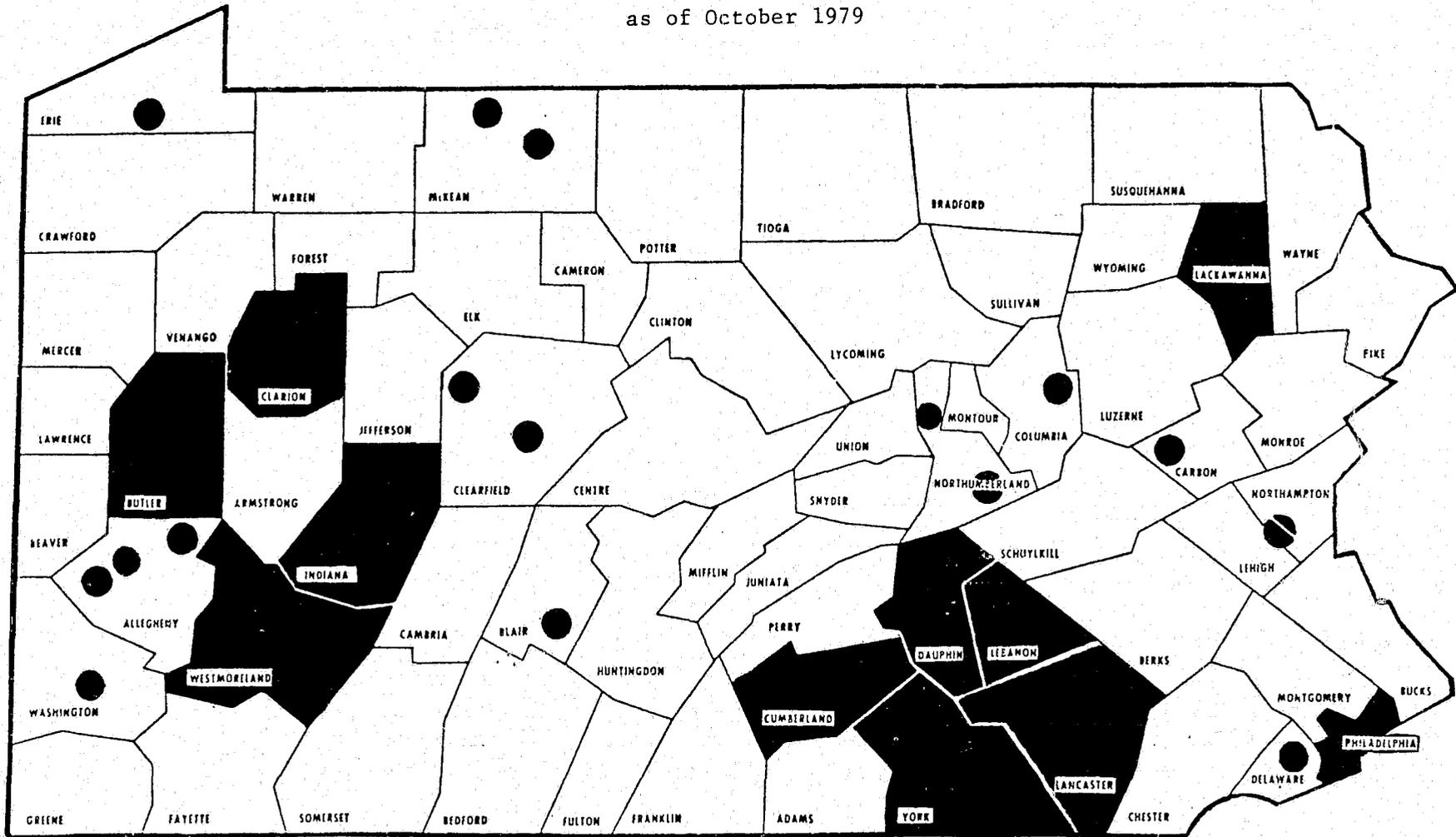
<u>FISCAL YEAR</u>	<u>COUNTIES</u>	<u>APPROPRIATION</u> (000)
1980	11	715
1981	22	1,573
1982	33	2,595
1983	44	3,867
1984	55	5,234
1985	67	6,974

The total budget requirement for the complete 9-1-1 program as discussed above would be:

<u>FISCAL YEAR</u>	<u>FUNDS REQUIRED</u> <u>(in Millions)*</u>
1980	2.865
1981	5.378
1982	8.107
1983	11.367
1984	15.054
1985	19.516
1986	21.467
1987	23.610
1988	25.974
1989	28.565

* Inflation factor of 10% used

PENNSYLVANIA 911 STATUS
as of October 1979



5-7

	COUNTYWIDE 9-1-1	ALLENTOWN	LANSFORD	SHAMOKIN	TOTAL POPULATION	12 MILLION
	LOCAL 9-1-1	BERWICK	MILTON	SMETHPORT	POPULATION SERVED BY 911	4 MILLION
		BRADFORD	NORWOOD	TARENTUM	TOTAL AREA	45,333 SQ. MILES
		CLEARFIELD	PITTSBURG	UNION CITY	AREA SERVED BY 911	13,225 SQ. MILES
		DUBOIS	SHALER TWP.	WASHINGTON		
		HOLLIDAYSBURG				

FIGURE 5-1

STATUS
9-1-1 IMPLEMENTATION BY COUNTY CLASS

COUNTY CLASS	NUMBER OF COUNTIES IN CLASS	POPULATION	NUMBER OF COUNTIES IN CLASS WITH 911	POPULATION SERVED BY 911
FIRST	1	1,948,609	1	1,948,609
SECOND	1	1,605,016	0	*
SECOND A	2	1,223,834	0	*
THIRD	10	3,054,346	4	1,203,338
FOURTH	8	1,517,214	2	382,011
FIFTH	9	1,010,097	2	227,606
SIXTH	19	1,062,882	1	79,451
SEVENTH	8	262,637	1	38,414
EIGHTH	9	107,274	0	*
	67	11,793,909	11	3,879,429

* as mentioned in previous paragraph there is over 700,000 more covered by individual community systems.

FIGURE 5-2

COST OF 9-1-1 IMPLEMENTATION

COUNTY CLASS	NUMBER COUNTIES IN CLASS	NUMBER COUNTIES IN CLASS NOT HAVING 911	TYPICAL NONRECURRING COST FOR CLASS (000) *	TYPICAL RECURRING COST FOR CLASS (000) *	TOTAL NONRECURRING COST Col. 2 x Col. 3 (000)*	TOTAL RECURRING COST Col. 1 x Col. 4 (000)*
FIRST	1	0	-	525	-	525
SECOND	1	1	140	480	140	480
SECOND A	2	2	49	154	98	308
THIRD	10	6	30	150	180	1,500
FOURTH	8	6	24	70	144	560
FIFTH	9	7	18	56	126	504
SIXTH	19	18	15	50	270	950
SEVENTH	8	7	13	49	91	392
EIGHTH	9	9	10	20	90	180
					1,139	5,399

* All estimates in 1979 dollars corected for 10% inflation to 1981 dollars.

FIGURE 5-3

5-9

Chapter SIX

FINANCING 9-1-1

In studies of ways to finance 9-1-1 recurring cost, the following alternatives are examined:

1. Direct user charge
2. Property Tax
3. State General Fund
4. A telephone excise tax

Any alternative selected to finance 9-1-1 should not be regressive, should be fair and equitable, should be simple to administer, and be flexible. The alternative should not pose a financial burden to any one. The administrative procedures to collect and distribute funds should be simple and straight forward. It should be flexible so that changes in the economic conditions will not cause the whole program to require adjustment.

The direct user charge is not flexible, requires considerable effort by the telephone companies, is inequitable, and regressive. Therefore the direct user charge is a poor way to finance 9-1-1.

Property tax is another possibility for financing 9-1-1. As pointed out by SRI in their Florida 9-1-1 plan, "Some economists hold that the property tax is regressive because of its failure to consider any economic index except for ownership of property and the fact that poor property owners are taxed at the same rate as rich ones, thus burdening property owners disproportionately. Other economists maintain that, since property taxes generally support public services that benefit property owners, the tax is actually on benefits received and not regressive at all." The property tax has one big advantage as a source of funding and that is, no new administrative procedures or functions would be required.

The General Fund of Pennsylvania draws revenue from a number of different sources: Corporate Net Income Tax; Capital Stock and Franchise

Tax; Utility Receipts Tax; Utility Property Tax; Insurance Premiums Tax; Financial Institution Taxes; Other Selective Business Taxes; Sales and Use Tax; Cigarette Tax; Malt Beverage Tax; Liquor Tax Revenue; Personal Income Tax; Realty Transfer Tax; Inheritance Tax; Minor and Repealed Taxes; Liquor Store Profits; Institutional Reimbursements; Licenses, Fees and Miscellaneous Revenue; and Fines, Penalties and Interest. The sources of revenue for the General Fund are listed only to show that it comes from a broad base and some funds are collected from almost every segment that will benefit from the installation of 9-1-1. The Florida Study indicates that the use of the General Fund is somewhat regressive in that the sales tax is a major contributor and that there is no connection between the use of 9-1-1 and the payment of a retail sales tax. The 9-1-1 Development Division however, is of the opinion that the General Fund is an ideal source of revenue in that every segment of the State contribute in some manner. It is recognized that the Sales Tax is designated for Education and that it would be more appropriate to indicate another source of revenue to finance 9-1-1. The Telephone Utilities' Gross Receipts Tax might be one of the best sources. The cost of 9-1-1 is only a fraction of the General Fund. Projecting the total cost of 9-1-1 out to 1983-84 time frame would yield a cost of approximately \$15,000,000. Ten (10) percent of the Telephone Utilities' Gross Receipts Tax would provide the necessary funds for 9-1-1. Since the Gross Receipts grow with inflation and other factors this source of revenue would grow to accommodate the increase in 9-1-1 cost over the years.

A telephone excise tax would be another method of financing the 9-1-1 program. There are, according to the telephone industry over 9,600,000 telephones in Pennsylvania today. Projecting the number of telephones out to 1983-84 time frame would give approximately 15,460,896 telephones in service. If the telephone excise tax is used to finance the 9-1-1 program it would mean a charge of a little less than one dollar (\$1.00) per phone per year. In the year 1983-84 it is estimated that the telephone companies' revenue from local service will be \$1,610,510,000. The excise tax that would be required would only be a small fraction of this or five-one hundredths (.05) of one (1) percent. This is a small amount and it would seem that the telephone excise tax would furnish a good financial base for funding the 9-1-1 implementation. An inequity

would be that the businesses and residents of the State will pay all the expenses of 9-1-1, and non-residents benefit but pay nothing. To use the telephone excise tax would require a completely new mechanism and require that the telephone utilities collect and forward the tax. The telephone utilities would not favor the excise tax for many reasons.

The Excise Tax would also have to be levied on a carefully selected basis due to the competitive nature of the interconnect market. Any tax on service and equipment such as Private Branch Exchanges, Key Telephone Equipment, and Private line Services would unfairly burden the utility-provided items when competing with private vendor-provided service or product.

The Excise Tax would also impact more intensely on lower income brackets than it would on higher income groups. Also there is no relationship between the existence of a telephone and any of the public safety functions.

All the factors discussed above lead to the conclusion that the excise tax on the telephone would be regressive and therefore undesirable.

Another factor that would greatly aid the development of 9-1-1 in the State is a Tax Credit for companies moving ahead plans to upgrade their equipment to make 9-1-1 service possible. This would particularly be advantageous to the smaller independent companies that have a problem raising funds to upgrade their central offices. Low interest loans could also be very advantageous in these cases.

The Funding requirements for the 9-1-1 program seem large. However, when compared with the benefits, the cost is very small. In Pennsylvania last year the value of property stolen was \$205,420,870. Only thirty-eight percent (38%) or \$77,372,092 worth of this property was recovered. Studies have shown that a reduction in response time will increase the percentage of arrests. In "The President's Commission on Law Enforcement and Administration of Justice's Report on Science and Technology," it is claimed that a reduction in response time of one (1) minute will increase arrests by approximately one percent (1%). In Pennsylvania, if the total time between recognition of a crime and arrival of police on the scene can be reduced a few minutes by using

9-1-1, an increase in recovered property value of four to five million dollars could be realized. The fire loss in Pennsylvania last year was approximately \$700,000,000. In one study, fire losses decreased by thirty-eight percent (38%) after the introduction of 9-1-1. If Pennsylvania could realize this magnitude of savings it would amount to \$266,000,000. Of course the reduction of response time in cases of injury or other emergency medical situations can not be expressed in dollar values. To quote from the 9-1-1 handbook prepared by the Office of Telecommunications Policy, "It would thus appear logical to expect that with the adoption of 9-1-1, and given an efficient response capability on the part of the emergency service(s) called into action, more criminals can be apprehended, (and thus perhaps more crimes deterred), fewer accident victims will die or suffer permanent physical disability, and fewer fires will reach uncontrollable proportions (thus taking fewer lives and causing less property damage)."

Governor Thornburgh, in Administrative Circular 79-104, dated August 17, 1979, subject, "Program Policy Guidelines for Preparation of the 1980-81 Executive Budget," has instructed the management team of every agency to think creatively and explore all ways in which the agency could structure its activities to address several defined issues. The Governor stated that "state agencies should address the following objectives:

- (1) strengthening the economic base through retention and expansion of Pennsylvania's existing businesses;
- (2) reducing the cost of doing business in Pennsylvania;
- (3) assisting in encouraging the creation and nurturing of small business in Pennsylvania;
- (4) improving the operation of Pennsylvania's labor markets."

The 9-1-1 program will assist in obtaining these objectives by creating a better climatic condition for businesses in Pennsylvania. The program will be a deterrent to crime, result in more recovery of stolen goods,

reduce loss due to fire, thus creating a better environment for businesses. It will also have a direct financial benefit and that is to reduce insurance rates. By reducing the insurance rates, business will have lower operating cost and another incentive or motive for coming to or staying in Pennsylvania.

It is recommended that the General Fund be the method used to finance the state-wide 9-1-1 program. It appears the most equitable and just way of financing the program.

Chapter SEVEN

IMPLEMENTATION

The implementation of any 9-1-1 system is based on two (2) very fundamental factors; the ability of the governmental unit to establish, staff, equip, and train for the necessary functions; and the ability of the telephone companies serving the area to provide the 9-1-1 service.

Generally 9-1-1 can be offered only on a Central Office District basis. Since the switching equipment cannot discern the community from which the call originates, there must be a single answering point per Central Office District. (This does not preclude a single answering point serving more than one Central Office District, but, again all calls from the telephone switching equipment must route to a single point.

This study initially concentrated on the determination of the status of these two (2) basic factors. The County level of government was determined to be the most logical for development of the 9-1-1 program, and planning material and assistance were provided to aid them in development of their programs. At the same time the planning was starting at the County level, questionnaires were sent out to all the telephone companies that provide service to Pennsylvania to determine their capability of providing 9-1-1 service. The status of telephone companies is given in Appendix F.

Pennsylvania will have over 4.5 million or thirty-nine percent (39%) of the population covered by 9-1-1 by the end of 1979. Evaluation of the ten (10) counties that currently have 9-1-1, the plans submitted by thirty-three (33) counties, and a study of plans and programs from four (4) other states has led to the formulation of the implementation schedule presented in this Chapter.

There are many approaches that Pennsylvania could take to provide 9-1-1 service to its citizens. The least desirable approach would

require no legislative action and very little financial support. This would allow 9-1-1 development through an "osmosis" process. The development of 9-1-1 in Pennsylvania to date has basically been by such a process because the State has not had a positive, forward looking program for 9-1-1 implementation. Individual counties and other local communities have implemented programs on their own with no guidance or assistance from the State. These 9-1-1 systems evolved as the telephone companies upgraded their offices and as the communities became willing to financially support the effort. This approach might eventually produce results across much of the State, but it is very doubtful that all the citizens of Pennsylvania would ever be covered. The State MUST, provide the impetus to both the telephone industry and the counties if 9-1-1 is to be implemented within a reasonable time frame.

The State should adopt the most desirable approach to implementation of 9-1-1. This approach requires legislation that would:

1. mandate that counties implement 9-1-1
2. require telephone companies to provide 9-1-1 service, and
3. provide funding for basic 9-1-1 systems

The schedule proposed in this report complies fully with Act 1978-42 and is based on telephone industry and local governments capabilities of implementing 9-1-1 programs. See Appendix A for Act 1978-42.

As can be seen from FIGURE F-1, Appendix F, ninety-three percent (93%) of all telephone exchanges providing service in Pennsylvania will have 9-1-1 capability by the end of 1985. The remaining seven percent (7%) report that they can physically install 9-1-1 capability in their offices from six (6) months to three (3) years after a firm commitment has been made.

Presently, some telephone companies operating in Pennsylvania charge customers for the cost of upgrading exchanges to provide basic 9-1-1 capability, if the customer wants the service prior to a company scheduled upgrade. Any legislation mandating that 9-1-1 be implemented must also require the telephone companies modify all exchanges, at the least possible cost to the customer, to provide basic 9-1-1 service.

Based on an analysis of county plans and the telephone industry's ability to provide 9-1-1 service, a statewide implementation date of calendar year 1986 is not unreasonable. This schedule assumes legislative action during calendar year 1980. Realizing that legislative action may not occur during 1980, the implementation schedule chart, FIGURE 7-1, is designed for orderly progression toward state-wide 9-1-1 emergency service in the sixth calendar year after implementation legislation. The actions indicated on the chart are described in detail below:

EMERGENCY TELEPHONE ACT

At this time the General Assembly has passed and Governor has signed the "Emergency Telephone Act." Implementation is based on a projected six (6) year completion schedule from this date. All facts and figures in this report indicate that this time frame is equitable and more than adequate for telephone companies and local governments.

STATE ADVISORY COMMISSION

The State 9-1-1 Advisory Commission, as provided for in the draft legislation, Appendix G. will oversee the statewide implementation, be responsible to the General Assembly for provisions in the "Emergency Telephone Act."

9-1-1 PUBLICITY

This is a function of both the Commission and local governments. 9-1-1 availability dates and proper usage will be publicized state-wide and a continuing program of public education will be maintained during and after implementation.

STANDARDS AND PROCEDURES

The State 9-1-1 Advisory Commission will develop all standards and procedures required for implementation. (For example, complete grant application forms and procedures must be developed.)

COUNTY ADVISORY COMMISSION

Duties of this commission will be similar to that of the State Commission except on a local level. This commission will be responsible to the County Commissioners. They will see that all County 9-1-1 plans conform to the provisions of the "Emergency Telephone Act" and will insure that all necessary agreements are executed. See Appendix D for sample agreement.

COUNTY PLANS

Because of population, area, economy, and uniqueness of each county it is expected that plans and grant applications will be spread out over a period of time. However, if applications for grants exceed the dollar amount appropriated for any one fiscal year, then applications will be processed and approved on a first come first served basis with later requests being carried over to the following year. Refer to Appendix E for additional sources of funding.

COUNTIES TELEPHONE CONTRACT(S)

Upon notification that their plan has been approved, Counties contract with telephone companies for 9-1-1 service.

TELEPHONE COMPANY UPGRADES

Telephone companies start upgrading so that all exchanges will have "Basic 9-1-1" capability by start of fifth year after mandate.

COUNTY IMPLEMENTATION

A county may elect to implement their 9-1-1 emergency telephone service at any time prior to mandate. If the telephone companies serving that area cannot provide "Basic 9-1-1 Service" from all exchanges

they will provide dedicated seven digit trunks at prevailing rates, in lieu of 9-1-1 trunks, until upgrades are complete. 9-1-1 type service will not be denied a county because all exchanges are not upgraded.

STATE-WIDE 9-1-1

No later than calendar year six (6), with all county plans implemented, State-wide 9-1-1 availability will be an accomplished fact. All necessary state and local government Commission/Boards and functions, needed to maintain this service will continue or be established.

MONTH 0 3 6 9 12 15 18 21 24 27 30 33 36 39 42 45 48 51 54 57 60 63 66 69 72

 YEAR 1 YEAR 2 YEAR 3 YEAR 4 YEAR 5 YEAR 6

EMERGENCY TELEPHONE ACT

ADVISORY COMMISSION

911 PUBLICITY

STANDARDS & PROCEDURES

COUNTY MANAGEMENT/ADVISORY BOARD

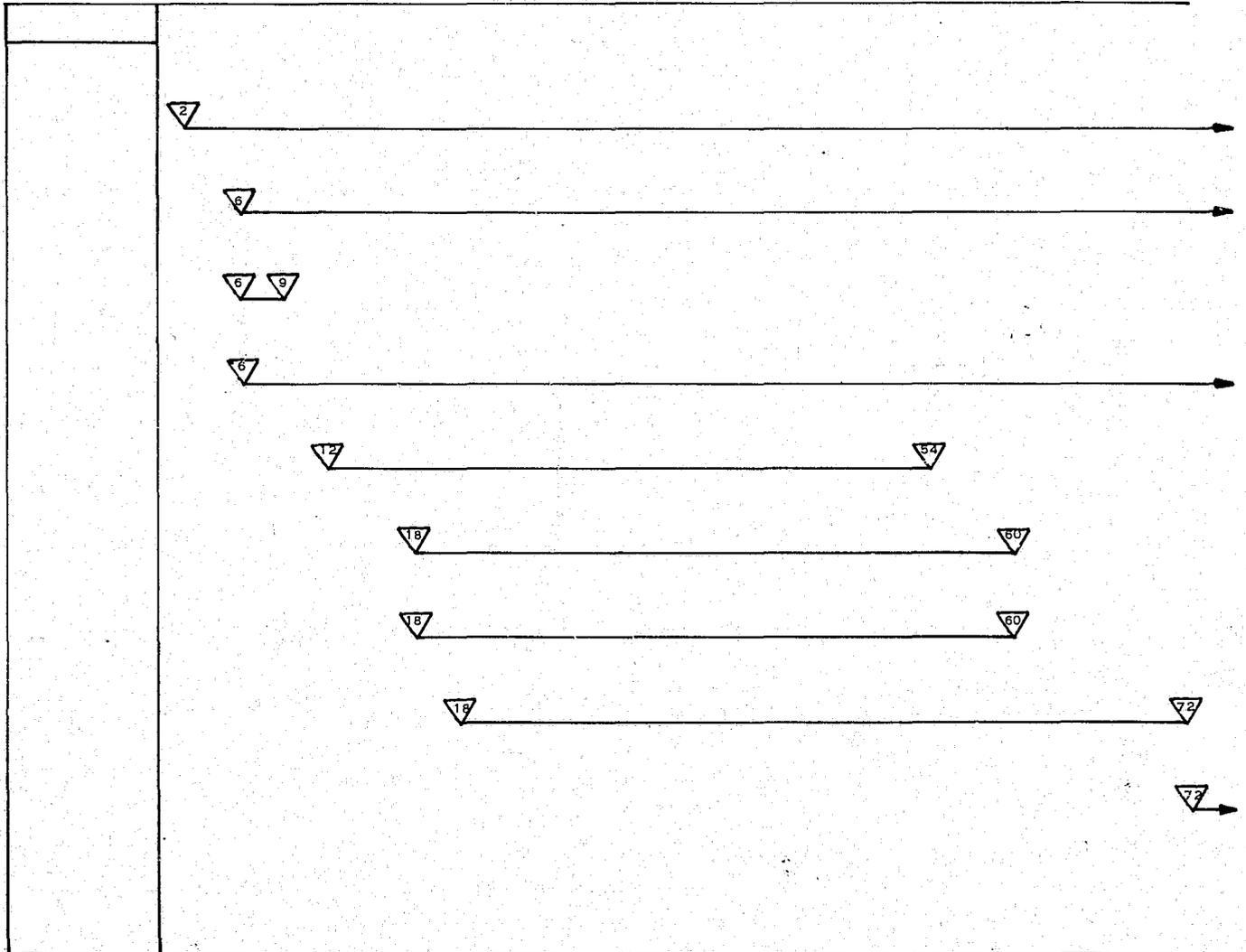
COUNTY PLANS

COUNTY TELEPHONE CONTRACTS

TELEPHONE COMPANY UPGRADES

COUNTY IMPLEMENTATION

STATEWIDE 911



911 EMERGENCY TELEPHONE IMPLEMENTATION SCHEDULE

FIGURE 7-1

APPENDIX A

No. 1978-42

AN ACT

HB 72

Providing for the development of a Statewide emergency telephone number "911" system plan and establishing the Bureau of Telecommunications with the duties and responsibilities for all telecommunications with State Government.

The General Assembly of the Commonwealth of Pennsylvania hereby enacts as follows:

Section 1. Short title.

This act shall be known and may be cited as the "Emergency Telephone Act."

Section 2. Legislative intent.

The Legislature hereby finds and declares that it is in the public interest to shorten the time required for a citizen to request and receive emergency aid. There currently exist thousands of different emergency phone numbers throughout the Commonwealth. Providing for a single, primary three-digit emergency number through which emergency services can be quickly and efficiently obtained would provide a significant contribution to law enforcement and other public efforts by making it easier to notify emergency center personnel. Such a simplified means of procuring emergency services will result in the saving of life, and reduction in the destruction of property, and quicker apprehension of criminals. It is the intent of the Legislature to establish and implement a cohesive Statewide emergency telephone number "911" plan which will provide citizens with rapid direct access to public emergency operation centers by dialing the telephone number "911," with the objective of reducing the response time to situations requiring law enforcement, fire, medical, rescue, and other emergency services. It is the intent of the Legislature that said plan be reviewed and enacted into law after proper consideration by the Legislature.

Section 3. Definitions.

The following words and phrases when used in this act shall have, unless the context clearly indicates otherwise, the meanings given to them in this section:

"Bureau" means the element of telecommunications assigned by the Governor to a statutory administrative department. The director shall report directly to the cabinet level officer or in the time of emergency, to the Lieutenant Governor for the duration of that emergency.

"Local government" means any political subdivision or any combination or group thereof.

"Public agency" means the State, and any city, county, city and county, municipal corporation, chartered organization, public district, or public

authority located in whole or in part within this Commonwealth which provides or has authority to provide fire fighting, law enforcement, ambulance, medical, or other emergency services.

"Public safety agency" means a functional division of a public agency which provides fire fighting, law enforcement, medical, or other emergency services.

Section 4. State plan.

The bureau shall develop a Statewide emergency telephone number "911" system plan, which shall be submitted to the Legislature within 18 months of the effective date of this act for proposed enactment. The plan shall provide for:

(1) The public agency emergency telephone communications requirements for each entity of local government in the State.

(2) A system to meet specific local government requirements. Such system shall include law enforcement, fire fighting, and emergency medical services, and may include other emergency services such as poison control, suicide prevention, and civil defense services.

(3) Identification of existing "911" systems in operation. Additionally, recommendations for coordinating existing "911" systems and new systems necessitated by the Statewide plan shall be part of the plan.

(4) The identification of the mutual aid agreements necessary to obtain an effective "911" system.

(5) A cost analysis which shall identify the costs necessary to establish and operate a Statewide "911" system both at the State and local government levels.

(6) Recommendations as to how said costs shall be paid and from which sources of revenue. Additionally, the plan shall identify and delineate all existing Federal, State, local, and private funding sources available.

(7) A proposed schedule for full implementation of the Statewide emergency telephone number "911" system plan. The schedule shall be designated to permit orderly implementation and accommodate local variances.

Section 5. Bureau functions and responsibilities.

The statutory administrative department designated by the Governor to carry out the purposes of this act shall publish, in accordance with the act of July 31, 1968 (P.L.769, No.240), known as the "Commonwealth Documents Law," the plan and proposed implementation schedules relating to public agencies for implementing and administering the plan for public comment and review. The bureau shall have a director and technical staff who are telecommunication professionals certified and employed through the Civil Service Commission with the responsibility of carrying out the provisions of this act. The director shall coordinate the plan development and implementation of the system with State, county, local, and private agencies. For the purposes of this act, the director is authorized

I-A

to employ professional and clerical persons in such staff capacities as required for administrative or project team operations and to hire professional consultants pursuant to the limitations prescribed in the act of April 9, 1929 (P.L.177, No.175), known as "The Administrative Code of 1929". The director shall also coordinate with the Pennsylvania Public Utility Commission and with the Pennsylvania telephone utility or utilities involved for a timely implementation of "911". Nothing contained in this act shall be construed, or is intended to be construed, to limit the jurisdiction of the Pennsylvania Public Utility Commission over the Pennsylvania telephone utility involved or in such utility's participation in said implementation of "911".

Section 6. Funding.

The funds necessary to support the functions, duties and responsibilities of all telecommunications services and support activities of the Commonwealth for the fiscal year 1977-1978 shall be transferred from the appropriate budgets to the statutory department designated by the Governor. Future years funding shall be provided by the agencies under the Governor's jurisdiction, equipment and/or support.

Section 7. Effective date.

This act shall take effect immediately.

APPROVED—The 28th day of April, A. D. 1978.

MILTON J. SHAPP

Editorial Note. The bureau created in Act 1978-42 was assigned by the Governor to the Pennsylvania State Police.

APPENDIX B

GLOSSARY

This glossary is provided to define terms and terminology as used in this report.

ALI - Automatic Location Identification is a sophisticated, computer-based system which uses ANI (see below) signals to recall a display identifying the location of the calling telephone.

ANI - Automatic Number Identification - a system whereby signals are generated over the telephone network to the Public Safety Answering Point and are translated by a computer into a display of the telephone number of the calling party.

APCO - The Associated Public-Safety Communications Officers, Incorporated.

AREA CODE - The three-digit code used when dialing calls from one Numbering Plan Area (NPA) to another.

AUDIBLE SIGNAL - A sound to indicate an incoming call.

AUTOMATIC CALL ROUTING - (See SELECTIVE ROUTING).

AUTOMATIC CALL DISTRIBUTOR - Equipment to distribute large volumes of incoming calls to attendants not already working on calls or to "store" calls until attendants become available.

BASE RATE - The established telephone exchange service rate, exclusive of mileage, for main telephone, auxiliary line, or trunk line service.

BASE RATE AREA - That portion of the exchange area within which exchange service, other than rural line service, is offered at base rates for each grade of service without mileage or highway construction charges.

BASIC 9-1-1 - Ability of telephone subscribers to dial 9-1-1 and route to a Public Safety Answering Point (PSAP).

BASIC 9-1-1 WITH STANDARD FEATURES - Basic 9-1-1 with Called Party Hold, Forced Disconnect, and Idle Tone.

BASIC 9-1-1 WITH ENHANCED FEATURES - Basic 9-1-1, with standard features and the capabilities of Emergency Ringback and Switchhook Status.

CALLED PARTY HOLD - Enables the emergency operations center answering point to control the connection for confirmation and tracing of a call.

CENTRAL OFFICE - A place where the switching of telephone calls is done, whether automatic or manual.

CENTRAL OFFICE DISTRICT - That part of an exchange area served by a Central Office or Central Offices at one location, as identified by the Telephone Company.

CENTRAL OFFICE IDENTIFICATION - When a large answering point serves more than one central office area, it is possible to identify the central office forwarding the call by dedicated trunking from the central office to the emergency operations center.

CENTREX - A type of private branch exchange in which incoming calls can be dialed direct to any extension without an operator's assistance. Outgoing and intercom calls are dialed direct by the extension users.

CLEAN - The Commonwealth Law Enforcement Assistance Network (CLEAN), a state-wide computerized information system established as a service to all criminal justice agencies -- local, county, state, and federal -- within the Commonwealth.

CNIL - Calling Number Identification and Location, sometimes used by the telephone industry in referring to the combination of automatic number identification and automatic location identification.

DDD - Direct Distance Dialing, telephone service which permits subscribers to dial their own long distance calls.

DIAL TONE FIRST - Allowance of a 9-1-1 call from a coin telephone to be completed without the deposit of a coin.

DID - Direct Inward Dialing, an outside call dialed directly to an extension without going through the switchboard which serves an office, store, building, etc. (Centrex Service).

DIRECT DISPATCH METHODS - All call answering and dispatching is done by the personnel at the emergency operations center answering point.

DISPATCHER - A person who answers emergency calls and alerts, by any means, the proper public safety agency.

DIVERSIFIED ROUTING - To have separate physical routes for 9-1-1 lines from the central office to the Emergency Operations Center (EOC) answering point.

DOD - Direct Outward Dialing, a reverse direction of DID, an extension user dials "out" without switchboard operator assistance.

EAS - Extended Area Service, telephone service that allows subscribers in an exchange area to pay flat monthly or measured rates instead of long distance charges for calls to nearby exchange areas. (See EXCHANGE).

EMERGENCY CALL - A call that requires immediate action.

EOC - Emergency Operations Center

EMS - Emergency Medical Services

ESS - Electronic Switching System; a modern central office with programmable phone switching logic.

EXCHANGE - A defined area, served by one or more telephone central offices, within which the telephone company furnishes service.

EXCHANGE AREA - The territory served by an exchange consisting of one or more Central Office Districts. An exchange area may also be segregated into zones containing one or more Central Office Districts.

FORCED DISCONNECT - The capability of the emergency operations center answering point to disconnect a 9-1-1 call to avoid caller jamming of the incoming phone lines.

FOREIGN EXCHANGE SERVICE - A telephone line associated with an exchange separate from the exchange in which it is installed.

KEY TELEPHONE EQUIPMENT - An instrument that has the capability of multiple line terminations. Each line is accessible by depressing associated button (key).

LOCAL SERVICE AREA - That area that can be called without incurring multi-message units or a toll charge.

MESSAGE UNIT - The unit of measurement for charging for local message use, based upon time and distance.

MULTIJURISDICTIONAL SYSTEM - A system covering more than one political boundary or agency.

N.E.A.R. - Federal Highway Safety plan utilizing C.B. Radios and Channel 9.

NETWORK - 1. A series of points interconnected by communications channels.

2. The switched telephone network is the network of telephone lines normally used for dialed telephone calls.

3. A private line network is a network of communications channels confined to the use of one customer.

NINE-ONE-ONE (9-1-1) - A three digit telephone number used to contact public service agencies in an emergency.

NON-COIN DIALING - (See DIAL TONE FIRST).

OVERFLOW ANSWERING - An answering position for every 9-1-1 line terminating in an emergency operations center.

P LEVEL OF SERVICE - Percentage of busy responses encountered by a caller in a system. e.g. (P .01 = one busy per 100 attempts).

PABX - Private Automatic Branch Exchange, (See PBX explanation).

PBX - Private Branch Exchange, a telephone switchboard with many stations

not individually identifiable to the telephone company's switching network.

PUBLIC AGENCY - Means the state, and any city, county, city and county, municipal corporation, public district, or public authority located in whole or in part within this state which provides or has authority to provide firefighting, police, ambulance, medical, or other emergency services.

PUBLIC SAFETY AGENCY - Means a functional division of a public agency which provides firefighting, police, medical, or other emergency services.

PUBLIC SAFETY ANSWERING POINT (PSAP) - The initial point at which calls for public safety agencies are answered.

REFERRAL METHOD - Calling party referred to a secondary number.

RELAY METHOD - The call is answered at the emergency operations center where the pertinent information is gathered and then the interrogator relays that information to the proper public safety agency for their actions. This can be accomplished by radio, intercom, telephone, etc. The use of this method is discouraged due to the possibility of error.

RING BACK - Permits the emergency operations center answering point to ring the hung up telephone on a hold circuit; this feature is useful when a calling party has failed to provide all necessary information to the answering point before hanging up.

SELECTIVE ROUTING - A feature based on a telephone company's large-scale electronic Central Office switchers and an associated computer. Based on predetermined information the Central Office will recognize the calling telephone number and route that call to the proper Public Safety Answering Point.

SWITCHED NETWORK - A complex of diversified channels and equipment that automatically routes communications between the calling and called person or data equipment.

TELEPHONE LINE - A telephone line from a telephone company office that is connected to key or nonkey telephone equipment.

TRANSFER METHOD - The emergency operations center interrogator determines the proper responding agency and connects the caller to that agency which would perform the necessary dispatching in accordance with pre-arranged plans with cooperating agencies.

TRUNK - A telephone line between two switching points.

UNLISTED - Telephone numbers not listed in directories, such as for public telephones and certain private lines.

WIRE CENTER - (See CENTRAL OFFICE).

APPENDIX C

BIBLIOGRAPHY

"911 The Emergency Telephone Number - A Handbook for Community Planning" prepared by the Franklin Institute Research Laboratories under contract to the United States Department of Commerce

"Illinois' 911 Plan" prepared by Stanford Research Institute (SRI) under the direction of the Illinois Commerce Commission

"911 in Florida: A system Concept" prepared by Stanford Research Institute (SRI)

"Minnesota 911 Plan" prepared by Michaud, Cooley, Hallberg, Erickson and Associates, Inc.

"911 System Standards and Planning Guidelines Manual" Second Edition, prepared by Communications Division, State of California

"Status of Legislation Concerning 911 - The Emergency Telephone Number - in Each State" prepared for the National Telecommunications and Information Administration under Department of Commerce Contract No. NT-79-SAC-00004 by the law firm of Fletcher, Heald and Hildreth

"911 Local Government Planning Manual" prepared by 911 Development Division, Bureau of Technical Services, Pennsylvania State Police

APPENDIX D

AGREEMENTS

Since the dawn of man, boundaries have continually been in dispute. To settle these disputes agreements were reached, (although one party may have been more or less agreeable to the terms than the other). However, so there could be no question, the terms of agreement were written down and all parties signed to indicate understanding.

Implementation of state-wide 9-1-1 raises the question of boundary agreements.

In 9-1-1 emergency telephone service there are three boundaries to consider; the political boundary, the emergency services area boundaries, and the telephone central office boundary. It is rarely the case where any of these boundaries run concurrently.

The telephone central office boundary is the controlling factor in 9-1-1 service. Without sophisticated and expensive equipment, all residents within this boundary have their emergency calls routed to one answering point regardless of political or service area boundaries.

The "agreements" are necessary so there can be no question and no hesitation in the alerting and response of the proper emergency agency.

Areas and scope of responsibility for police, fire, and emergency medical services must be clearly defined and delineated. Signed agreements shall indicate understanding and spell out contingencies.

Agreements generally fall into two categories, service agreements and mutual aid agreements. It may be possible to cover both categories in one document. However it is done, agreements must be written to be legally binding on both parties and cover liable responsibilities.

This Appendix contains a sample agreement to provide a start in developing the required local agreements.

AGREEMENT

This AGREEMENT is made between the County of _____ represented by the _____ County Emergency Operation Center, hereinafter referred to as the County EOC

and

The _____ of _____ County, Pennsylvania, represented by _____ hereinafter referred to as the Agency.

Background: Under the provisions of the Cooperation in Governmental Functions Act (Act of July 12, 1972 No. 180E 1-10; 53 P.S. 481-490); and the Emergency Telephone Number "911", Act 1978-42; the County of _____, having been licensed by the Federal Communications Commission will operate a complete emergency management communications system to be known as the _____ County Emergency Communications System. The services of this system will be provided to any police department, fire company, emergency rescue squad or other public safety service in the County. Specifically these services will be provided to _____ under the conditions of this agreement.

Purpose: The purpose of this agreement is to enumerate the responsibility of both the County EOC and the Agency and to provide for efficient and effective use of the communications system. Both the County EOC and the Agency must work together to ensure adherence to and compliance with the rules, regulations and procedures thus contributing to a completely professional operation.

FOR AND IN CONSIDERATION of the mutual promises contained herein and intending to be mutually bound hereby, the parties agree as follows:

1. COUNTY EOC RESPONSIBILITIES

A. The County EOC agrees that the operation of the County's Communications System shall conform to such standards as may be provided by the Federal Communications Commission and other lawful authority.

B. The County EOC shall supply the Agency with 24 hours per day seven days per week telephone answering and dispatch service to include, but not limited to obtaining information from complainants with emergency services needs, passing this information to the proper Agency, and providing assistance to the Agency relative to outstanding warrants, stolen property, drivers license, vehicle registration, and such other information required in emergency service operations.

C. The County EOC, upon request, will provide communications liaison between the Agency and other emergency service functions.

D. The County EOC will maintain and provide to the Agency such records and forms as may be deemed advisable and proper or required by law.

E. The County EOC shall be exclusively responsible for the selection of, procurement, and proper operation and maintenance of communications equipment in the EOC as well as the management of the center in order to provide the services specified in this agreement.

2. AGENCY RESPONSIBILITIES

A. The Agency shall require that its communications equipment be used only for transmissions related to emergency service activities and shall take every reasonable precaution to assure that the communications equipment will not be operated by unauthorized persons. Upon termination of this agreement, the radio equipment will not be operated for any reason on any frequency licensed to the County EOC.

B. The Agency agrees that the operation of its radio equipment is under the exclusive control of the County EOC as the Federal Communications Commission (FCC) licensee, and will be operated to conform to the Rules and Regulations of the FCC and such standards and procedures as may be provided by the County EOC or other lawful authority.

C. The Agency agrees that its radio equipment shall undergo technical checks required by the FCC and it further agrees to provide the County EOC a copy of the service report when the checks are made.

D. The Agency is responsible for all costs of procurement, installation, and maintenance of its mobile and portable radio equipment. Any special services, and/or equipment desired by the Agency, but not furnished as a county-wide service by the County EOC, may be provided as mutually agreed, with the Agency assuming responsibility for the costs.

3. ESTABLISHMENT of PROCEDURES

A. A Communications Advisory Committee consisting of representatives from all public safety services, the County EOC, the County Planning Board, the County Emergency Management Agency, and at least one County Commissioner, shall provide general guidance and direction to the Director of the County EOC, and shall specifically approve by a majority vote any operational procedure for the center.

B. By-laws for the Communications Advisory Committee will be adopted, changed, and/or modified by the Committee subject the approval of the County Commissioners.

4. ADMINISTRATION and ENFORCEMENT of AGREEMENT

A. Subject to the limitations placed herein, the Director of the County EOC shall administer this agreement.

B. Noncompliance with this agreement shall first require the Director of the County EOC and the head of the Agency to attempt resolution.

C. If noncompliance continues, a written complaint will be filed with the Communications Advisory Committee and a copy forwarded to the head of the Agency not in compliance.

D. The Communications Advisory Committee shall review all complaints filed, hold hearings to permit both the complainant and the Agency accused of noncompliance to present any arguments they might want to present, and determine the validity of the complaint.

E. Should the decision of the Communications Advisory Committee be unacceptable to any of the parties involved, the matter may be referred to the County Commissioners for final resolution.

F. Should the head of an Agency receive notice of noncompliance or acknowledge that his Agency is not in compliance and then fails to take corrective action to ensure compliance or to prevent repeated violations of the rules, regulations and procedures, the Communications Advisory Committee shall so notify the superiors of the Agency head and request that appropriate action be taken.

G. Nothing in this agreement shall be construed to prevent either party to this agreement from seeking injunctive relief or other civil remedies as provided by law.

5. PRIVACY of INFORMATION

Both the County EOC and the Agency shall limit access to information received from each other to personnel with a need to know, who will assume complete responsibility for the use of the information. Law enforcement/criminal justice information will be released only to law enforcement/criminal justice personnel.

6. CRITICISM

Since the cooperative and harmonious working relationships which are essential in attaining the common objectives can be impaired by improper conduct or unnecessary criticism by members of any one organization, members of either the County EOC or the Agency should not criticize efforts or actions of any member or organization in anyway other than through the complaining member's organizational chain of command.

7. TERM of AGREEMENT

The term of this Agreement shall be indefinite and continuing, provided however, that either party to this Agreement may cancel it by giving one (1) year notice in writing to the other party of its intention to cancel.

Date _____, 19____

ATTESTED:

COUNTY of

By _____
Chairman, Board of Commissioners

ATTESTED:

By _____
Director, _____ County EOC

AGENCY _____

By _____
Agency Representative

APPENDIX E

This appendix contains a brief description of funding sources whose criteria may be applicable in varying degrees to the implementation of 9-1-1 emergency telephone service.

Both Federal and State contacts are shown wherever possible, and they will be able to supply the criteria for the funding desired.

D E P A R T M E N T S

DEPARTMENT OF AGRICULTURE

RURAL ELECTRIFICATION ADMINISTRATION (REA)

Federal

David Hamil, Administrator
Information Services Division
REA, Department of Agriculture
Washington, D.C. 20250

(202) 447-5606

State

George Schweighofer
Rural Electrification Administration
P. O. Box 381
Hershey, Pennsylvania 17033

(717) 533-5993

REA has authority to make loans and give management and technical assistance for provision of telephone service to rural areas, through loans from the Rural Electrification and Telephone Revolving Fund; REA is being urged to expand the program to include subsidy of rural cable development to insure rural access to broadband services.

REA loan programs include:

10.851 Rural Telephone Loans and Loan Guarantees,
a program to establish quality telephone service
in unserved rural areas.

FOREST SERVICE

Federal

John Barber
Office of Deputy Chief
and Private Forestry
P. O. Box 2417
Washington, D.C. 20013

(202) 447-3311

State

Eugene McNamara, Chief
Division of Forest Fire Protection
Bureau of Forestry
34 Airport Drive
Harrisburg International Airport
Middletown, Pennsylvania 17057

(717) 787-2925

10.662 Rural Community Fire Protection, a program
to provide assistance to State Foresters who train

and equip rural fire fighters. It is a joint funding (50-Federal, 50-State) Program. See OMB Circular Nos. A-111, A-102 and A-95 (Part 1, Attachment 1)

DEPARTMENT OF COMMERCE

NATIONAL TELECOMMUNICATIONS AND INFORMATION ADMINISTRATION (NTIA)

Federal

Roger Reinke, Program Manager
Office of Telecommunications
Applications
1325 G Street, N.W.
Washington, D.C. 20005

(202) 724-3464

State

Richard C. Austin, Chief
Division of Telecommunications
902 Health & Welfare Building
Harrisburg, Pennsylvania 17120

(717) 787-5959

NTIA offers the States managerial and limited technical assistance to facilitate the establishment of integrated emergency service delivery systems.

Federal

John Cameron
Public Telecommunications Facilities Program
Office of Telecommunications Applications
1325 G Street, N.W.
Washington, D.C. 20005

(202) 724-3307

PTEFP supervises the Educational Broadcast Facilities Act of 1962.

13.413 Educational Broadcast Facilities, a program of matching grants provided for the procurement and installation of facilities and equipment in telecommunications delivery systems used for delivery of social services. Any non-profit or governmental body is eligible for the up-to 75% matching grants which have ranged from \$5,000 to \$500,000. See OMB Circulars Nos. A-102, A-110, and especially Part VII, Federal Register, March 9, 1979.

(Pursuant to the Public Telecommunications Financing Act of 1978, EBFP is renamed Public Telecommunications Facilities Program, and moved from HEW to NTIA).

OFFICE OF MINORITY ENTERPRISE (OMBE)

Federal

Ted Fettes, National Coordinator
Technology Commercialization Program
Main Commerce Building
Room 5098
Washington, D.C. 20230

(202) 377-3165

State

Ms. Antionette M. Harris, Director
Bureau of Minority Business Development
406 South Office Building
Harrisburg, Pennsylvania 17120

(717) 783-1127

OMBE coordinates and promotes State and local efforts to encourage minority business.

11.800 Minority Business Development Management and Technical Assistance, a program to provide free assistance to economically or socially disadvantaged individuals starting and/or operating a business. Grants are awarded to governmental agencies and other types of nonprofit organizations, however marketing information and other types of assistance is available to any qualified entrepreneurs.

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION (NOAA)

Federal

Arthur Cooke, Chief
Telecommunications Management
and Planning Division
AD 35, Room 315
6010 Executive Boulevard
Rockville, Maryland 20853

(301) 443-8113

NOAA acquires, stores, and disseminates information detailing atmospheric and environmental conditions, and issues warnings against destructive natural events.

NATIONAL BUREAU OF STANDARDS (NBS)

Federal

Jim Wyakoff, Liason Officer
State and Local Government Affairs
U.S. Department of Commerce
Administration Building 101
Room 402
Washington, D.C. 20234

(202) 921-3814

State

Fred Thomas, Director
Bureau of Standard Weights
and Measures
403 Agriculture Building
2301 North Cameron Street
Harrisburg, Pennsylvania 17120

(717) 787-9089

NBS has a number of technology applications and development programs.

NATIONAL FIRE PREVENTION AND CONTROL ADMINISTRATION

Federal

Dr. Joseph Clark
U.S. Department of Commerce
2400 "M" Street, N.W.
Room 510
Washington, D.C. 20037

(202) 634-7722

State

Charles A. Henry
State Fire Commissioner
Room 1708
Labor and Industry Building
Harrisburg, Pennsylvania 17120

(717) 787-1324

NFPCA attempts to reduce loss of life and property through better fire prevention and control by coordinated support to State and local activities. NFPCA operates training programs, equipment evaluations and a comprehensive National Fire Data Center providing fire information, forecasts and analyses.

NATIONAL TECHNICAL INFORMATION SERVICE (NTIS)

Federal

William Knox, Director
5285 Part Royal Road
Springfield, Virginia 22161

(703) 557-4785

State

Merlin Beachell, Chief
Intergovernmental Relations Division
Office of the Budget
425 S.W. Main Capitol
Harrisburg, Pennsylvania 17120

(717) 787-6819

NTIS functions as the clearinghouse for Government-funded research and development reports and other federal agency analyses.

DEPARTMENT OF DEFENSE

DEFENSE CIVIL PREPAREDNESS AGENCY (DCPA)

Federal

John E. Davis, Director
The Pentagon
Washington, D.C. 20301

State

Oran K. Henderson, Director
Pennsylvania Emergency Management Agency
Transportation & Safety Building
Harrisburg, Pennsylvania 17120

(202) 697-4484

(717) 783-8150

DCPA provides planning, technical training, and financial assistance in the form of matching grants to State and local governments for civil preparedness purposes. State-Local programs are extensive.

12.305 Civil Defense-State and Local Emergency Operating Centers, a program to develop civil defense control facilities and to coordinate emergency activities in event of disaster. After a mandated civil defense organization has developed a DCPA-approved plan, States may apply for 50% of needed funds. Awards of \$250 to \$227,675 were matched by the Federal government in this jointly-funded program. Contact DCPA for information on the many regulations requiring apriori compliance.

12.319 Civil Defense-State and Local Maintenance Services, (Similar to 12.305) Used for annual recurring costs, Awards (between \$25 to \$68,000) jointly-funded.

12.321 Civil Defense-State and Local Supporting Materials, (Similar to 12.319) Awards range from \$32 to \$250,000.

12.322 Civil Defense-Contributions Project Loan Program, a program providing for the loan of Federal property to the States to fulfill their civil defense mission. (Financial information is not available.)

TELECOMMUNICATIONS COMMAND AND CONTROL SYSTEMS

Federal

David Solomon
The Pentagon
Washington, D.C. 20301

(202) 545-6700

DOD coordinates all worldwide telecommunications systems used for defense, conducts extensive advanced R & D in telecommunications technology, and is a large user of the government's share of the radio spectrum. As a major user, DOD also participates in FCC common carrier regulatory proceedings.

DEPARTMENT OF HEALTH, EDUCATION AND WELFARE (HEW)

OFFICE OF TELECOMMUNICATIONS POLICY

Federal

HHH40 3E, HEW
South Portal Building
Washington, D.C. 20201

(202) 245-1891

State

David L. Price, Director
Division of Contracts and
Grants Management
Department of Health
Health & Welfare Building
Harrisburg, Pennsylvania 17120

(717) 787-3483

13.680 Telecommunications Demonstrations For Social Services, a program of project grants intended to promote the development of non-broadcast, telecommunications facilities and services for the transmission, distribution and delivery of social services. Non-profit entities have received \$50,000 to \$200,000 in assistance for periods of 1 to 3 years. See 45 CFR Part 74, 63 and OMB Circular No. A-102.

13.226 Health Services Research and Development - Grants and Contracts, a program of support to research,

demonstration and evaluation of health services delivery systems. The development of information to enhance implementation of EMS is specifically included in this jointly-funded program. Awards range from \$2,000 to \$5,000,000, with an estimated \$3,035,000 allocated in FY78 for EMS projects. See DHEW Publication Nos. (HRA) 76-3136 and (OS) 77-500 on EMS.

HEALTH SERVICES ADMINISTRATION

Federal

Donald Lederman
Division of Emergency
Medical Services
6525 Belcrest Road
West Hyattsville, Maryland 20782

(301) 436-6284

State

William Dethlefs, Director
Division of Emergency
Medical Services
Department of Health
Room 1031
Health & Welfare Building
Harrisburg, Pennsylvania 17120

(717) 787-8741

13.284 Emergency Medical Services, a program to assist in development of comprehensive EMS systems. This jointly-funded program, available to governments or nonprofit entities, awarded \$41,000 to \$448,000 to particular regions. For more information on the many eligibility requirements, contact HEW-EMS.

OFFICE FOR CIVIL RIGHTS

Federal

Barbara Walker
330 Independence Avenue, S.W.
Washington, D.C. 20201

(202) 245-6296

State

Homer C. Floyd, Executive Director
Pennsylvania Human Relations Commission
100 North Cameron Street
Harrisburg, Pennsylvania 17101

(717) 787-4410

OCR has authority to enforce Title VI of the Civil Rights Act as to HEW grantees, including public broadcasters, as well as broadcast or cable programs grantees of National Foundation on the Arts and Humanities (by delegation).

OFFICE OF EDUCATION

Federal

Alpheus White
Bureau of Elementary and
Secondary Education
Division of State Educational
Assistance Programs
400 Maryland Avenue, S.W.
ROB - Room 3010
Washington, D.C. 20202

(202) 245-2592

State

JoAnne Weinberger,
Deputy Secretary, for Policy
Management
Office of State-Federal Liason
Department of Education
318 Education Building
Harrisburg, Pennsylvania 17120

(717) 787-9744

Funding for audiovisual projects and other educational communica-
tions programs may be available under Title II of the Elementary
and Secondary Education Act, as amended by Public Law 93-380; 20
USC 1831

Educational Innovation and Support

13.571 A jointly-funded program of formula grants
intended to supplement and encourage innovative
educational centers and services. States with
Title IV Advisory Councils and approved Annual
State Program Plans have received between \$840,537
and \$17,817,526 for the 15 month grant period.

Additional Programs of Relevance:

- 13.446 Handicapped Media Services
- 13.532 Emergency School Aid Act-Educational
Television
- 13.557 University Community Service Special
Projects
- 13.570 Libraries and Learning Resources
- 13.585 Educational Information Centers

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD)

FEDERAL DISASTER ASSISTANCE ADMINISTRATION (FDAA)

Regional Offices coordinated through Assistant Secretary for Administration

National

Thomas G. Cody

HUD

451 Seventh Street, S.W.

Washington, D.C. 20410

(202) 655-4000

FDAA provides overall policy coordination for Federal disaster relief programs and offers assistance in disaster research, prepared evaluation disaster relief and recovery programs.

14.702 State Disaster Preparedness Grants, provide assistance to State's own plans, programs and capabilities for disaster preparedness and prevention. Jointly-funded development grants of \$121,780 to \$250,000 and improvement grants of \$11,272 to \$25,000 were awarded in FY78. See HUD Handbook 3300.8.

14.506 General Research and Technology Activity, jointly-funded program promoting research into housing and community problems. Between \$150 and \$1.7 million was awarded to authorized government and nonprofit entities in FY78.

NATIONAL INSTITUTES

National Institutes of Education, Health, Mental Health, Drug Abuse, Alcoholism research on positive or negative role of broadcast media in their subject areas, such as Surgeon's General's Report on Violence.

COMMUNITY PLANNING AND DEVELOPMENT

Federal

William White
451 Seventh Street, S.W.
Washington, D.C. 20410

(202) 755-6587

State

J. Wilson Bartley, Chief
Community Planning Division
Fifth Floor
South Office Building
Harrisburg, Pennsylvania 17120

(717) 787-7400

14.218 and 14.219 Community Development Block Grants.

Under Housing and Community Development Act of 1974 HUD makes community development block grants for improvement of public services. Cities in Standard Metropolitan Statistical Areas (SMSA) with populations of 50,000 or those defined as central cities could receive \$100,000 to \$600,000 in discretionary grants. Entitlement grants are determined by formulae.

DEPARTMENT OF THE INTERIOR (DOI)

Federal

Gordon Law, Assistant and
Science Advisor to the Secretary
Office of the Secretary
18th and C Street, N.W. DOE
Washington, D.C. 20240

(202) 343-6610

DOI has many programs that are beginning to focus on telecommunications applications in education and health.

DEPARTMENT OF JUSTICE

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

Federal

Norbert Schroeder
633 Indiana Avenue, N.W.
Washington, D.C. 20531

(202) 492-9053

State

Executive Director
Penna. Commission on Crime
and Delinquency
Fourth Floor, Executive House
Second and Chestnut Streets
Harrisburg, Pennsylvania 17120

(717) 787-2040

LEAA provides financial, educational, and developmental support to states and local governments to improve law enforcement and crime prevention. LEAA programs are extensive, including some current funding for 9-1-1 programs.

16.500 Law Enforcement Assistance-Comprehensive Planning Grants, a jointly-funded program for statewide law enforcement planning agencies and activities. State governments have received \$206,000 to \$4,968,000 in project and formula grants.

16.501 Law Enforcement Assistance-Discretionary Grants, a program of joint-funding for demonstration projects. State and non-profit entities received between \$1,500 to 7.1 million. See LEAA Guideline Manual M4500.1F and M7100.1A.

16.502 LEAA-Improving and Strengthening Law Enforcement and Criminal Justice, a jointly-funded program of grants to implement State plans. States received block grants between \$32,000 and \$24,864,000.

16.503 LEAA-Technical Assistance, a program of assistance to government, public and private bodies to diffuse technological skills within the criminal justice system.

16.507 Law Enforcement Research and Development-Project Grants, a jointly-funded program to develop/improve systems, techniques, equipment etc. used to prevent crime. Contact LEAA for more information.

DEPARTMENT OF TRANSPORTATION

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

Federal

James E. Forrester
Acting Director
Office of State Program Assistance
Traffic Safety Programs
Washington, D.C. 20590

(202) 426-0068

State

John B. Malcolm, Jr.
Telecommunications Management Officer
Pennsylvania Department of Transportation
712 Transportation & Safety Building
Harrisburg, Pennsylvania 17120

(717) 783-8881

20.600 State and Community Highway Safety, a jointly-funded program to reduce traffic accidents, deaths, injuries and property damage, specifically including some funds for EMS. Any State with NHTSA programs are eligible; previous grants have ranged from \$768,500 to \$12,503,000 for these purposes.

A G E N C Y

GENERAL SERVICES ADMINISTRATION (GSA)

Federal

Elmer Jones
Telecommunications Division
Automated Data and
Telecommunications Services
18th and F Street, N.W.
Washington, D.C. 20405

State

Ms. Jennie Maiorana
Telecommunications Officer
Offices Service Division
Bureau of Management Services
610 North Office Building
Harrisburg, Pennsylvania 17120

(717) 787-1353

GSA handles the Federal Supply Service and the Automated Data and Telecommunications Service which operates the Federal Telecommunications Service (FTS), including both a voice and data transmission network; provides consultation on other federal agency telecommunications procurement in these areas.

REGIONAL COMMISSION

The following regional commission has the authority to disseminate federal funds to respective areas for economic development. Also listed is a program that may be of interest.

APPALACHIAN REGIONAL

Federal

Harry Teter, Jr.
Executive Director
1666 Connecticut Avenue, N.W.
Washington, D.C. 20235

(202) 673-7874

State

Michael Schaul
Assistant, Executive Director
Bureau of Appalachian Development
402 South Office Building
Harrisburg, Pennsylvania 17120

(717) 787-7120

23.011 Appalachian State Research Technical Assistance and Demonstration Projects.

FOR SOURCES OF FEDERAL FUNDS FOR THE FIRE SERVICE CONTACT:

State

Charles A. Henry
State Fire Commissioner
Room 1708
Labor and Industry Building
Harrisburg, Pennsylvania 17120

(717) 787-1324

CONTINUED

1 OF 2

APPENDIX F

Statistics regarding telephone companies are in a constant state of flux. Each day thousands of telephone sets are installed or removed; central offices are built or phased out; companies are created or absorbed. In this atmosphere of perpetual change, no absolutes are possible and all statistics are based on information at hand at the time.

This appendix reflects the best telephone company information available as of July 1979.

TELEPHONE COMPANY 9-1-1 STATUS

In preparing an orderly implementation schedule for state-wide 9-1-1 emergency telephone service it was first necessary to determine the time frame accorded this service by the telephone company.

Telephone companies already provide 9-1-1 service to ten (10) counties and several communities in the Commonwealth, making this service available to over four and one half million (4,500,000) citizens. A detailed breakdown of these facts is given in Chapter FIVE.

A "Central Office 9-1-1 Status" form was developed and sent to the sixty-one (61) telephone companies operating in the Commonwealth, comprising nine hundred twenty-seven (927) central offices serving almost six million telephones. The companies were asked to project a tentative schedule whereby their exchanges could provide not only "Basic 9-1-1 Service" but also the four additional, desirable features "Ring Back", "Called Party Hold", "Forced Disconnect" and "Dial Tone First". The following data, shown graphically in FIGURE F-1, was compiled from the returned forms. It must be noted that many of the exchanges not scheduled for upgrading until after 1985 can presently provide "Basic 9-1-1 Service". Many others could provide the service at a minimum cost without the necessity of expensive total exchange upgrading required by additional features.

In 1979, fifty-five percent (55%) of five hundred ten (510) Central Offices will have 9-1-1 capability. By 1985, 93.6% (i.e. eight hundred sixty-eight (868)) of the Central Offices in the State will have been upgraded to a level to handle 9-1-1 calls.

The remaining fifty-nine (59) central offices are not now scheduled for 9-1-1 upgrading. However, all thirteen (13) companies operating these offices indicated that, within three years, their offices could be upgraded, some at customer expense. It has been a policy with telephone companies to provide a central office with 9-1-1 capability at

their own expense during scheduled changeovers or office upgrades. However, outside of planned upgrading many feel they cannot absorb the cost and so pass this cost on to the customers.

The upgrading expense varies with the type and size of the central office and the sophistication of equipment required. Estimates vary from six thousand dollars (\$6,000) in one instance to forty-seven thousand dollars (\$47,000) dollars in a second and one hundred thousand dollars (\$100,000) in a third case.

There is no average cost figure that can be used with any accuracy, but a reasonable estimate is upward of 3.5 million dollars to provide 9-1-1 capability in these fifty-nine (59) Central Offices by 1985. The pertinent facts about these offices are shown below.

TELEPHONE COMPANIES AND CENTRAL OFFICES

not now planning upgrades
until after 1985

<u>TELEPHONE COMPANY</u>	<u>EXCHANGE</u>	<u>NUMBER SUBSCRIBERS</u>
Bell of Pennsylvania	* Burgettstown	3,600
Canton Telephone Company	Canton	2,100
	Leroy	400
Continental Telephone Company of Pennsylvania	Beaver Springs	1,730
	Elkland	1,083
	* Emmaus (two (2) offices)	7,391
	Harrison Valley	326
	Knoxville	514
	* Macungie	2,455
	Mantzville	2,090
	* McKeansburg	700
	Middleburg	2,127
	Mt. Pleasant	876
	Sabinsville	244
	Selinsgrove	4,394
Shamokin Dam	1,777	
Westfield	1,007	
Quaker State Telephone Company	Auburn	715
	Barbours	243
	Beach Lake	895
	Brookside	180
	Buffalo	320
	Chapman	1,029
	Friedenburg	986
	Galilee	960

<u>TELEPHONE COMPANY</u>	<u>EXCHANGE</u>	<u>NUMBER SUBSCRIBERS</u>
	Kempton	916
	Loyalsock Main	1,230
	Loyalsock South	796
	New Smithville	931
	New Tripoli	857
	Pine Grove	2,793
	* Ralston	321
	* Taylorstown	565
	* Trout Run	1,035
Laurel Highland Telephone Company	Indian Head	1,835
Mid-Penn Telephone Corporation	Bobtown	356
	Brave	259
	Graysville	628
	Johnsonburg	1,791
	Mt. Morris	785
	Rogersville	535
	Spraggs	216
	Wilcox	502
North Pittsburgh Telephone Company	Cooperstown	1,490
	Curtisville	3,154
	Gibsonia	5,039
	Mars	2,080
	Sarver	1,651
	Saxonburg	3,065
South Canaan Telephone Company	* South Canaan	800
	Waymart	700
Brookville Telephone Company	* Sheffield	1,327
Enon Valley Telephone Company	Albion	2,063
	* West Springfield	1,090
Huntingdon and Centre County Telephone Company	Port Matilda	1,140
	Warriors Mark	668
Midway Mutual Telephone Company	Midway	1,266
Westford Independent Telephone Company	* Jamestown	1,405
	* Westford	1,290
	TOTAL	82,721

The twelve (12) starred (*) exchanges indicate that these offices are prefixed with the number "9" and present special technical problems that must be solved.

In many instances where basic 9-1-1 capability exists today, there will be additional costs to add the four desirable 9-1-1 features,

"Called Party Hold," "Ring Back," "Forced Disconnect" and "Dial Tone First." These costs will vary with the central office and are part of the reason no "average" cost figure can be given. These four features are highly desirable and should be included in any 9-1-1 system when available.

Additionally, many telephone companies operating outside the boundaries of the Commonwealth are serving state residents and in these cases provisions for seven digit dialing must be considered until an office upgrade or contiguous state mandate makes 9-1-1 available.

**TELEPHONE INDUSTRY PROJECTION
FOR BASIC 911 AVAILABILITY**

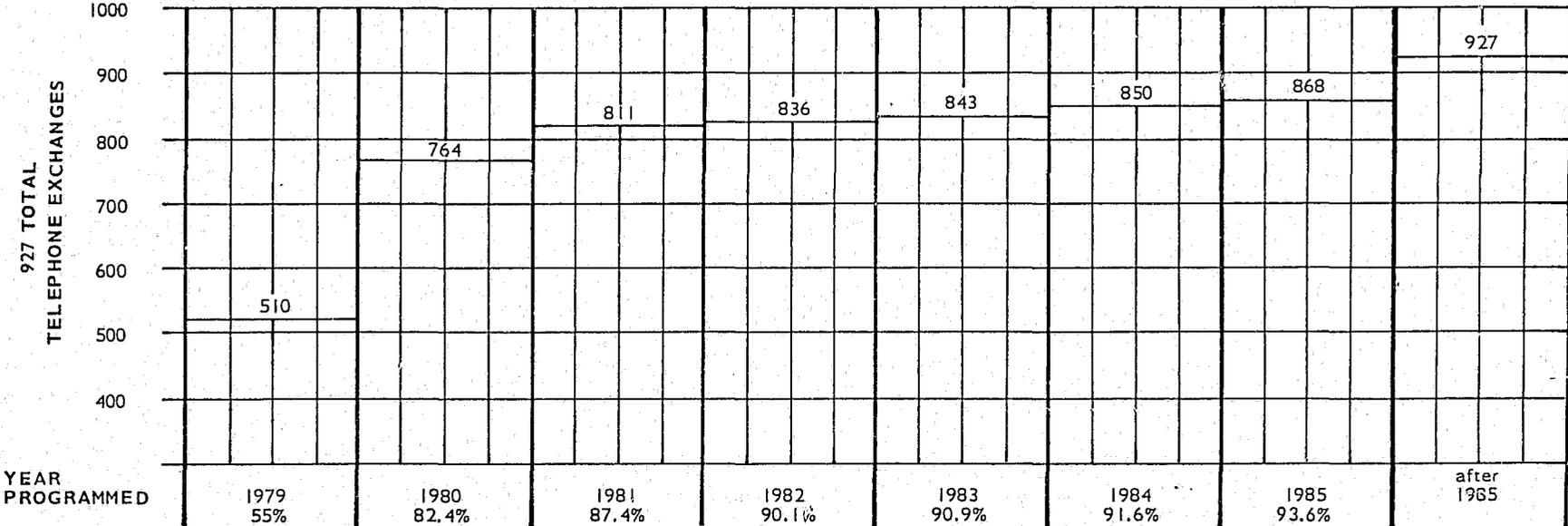


FIGURE F-1

APPENDIX G

SECTION 1. Short Title.

This Act shall be known and may be cited as the "Public Safety Emergency Telephone Act"

SECTION 2. Legislative Intent.

The General Assembly of the Commonwealth of Pennsylvania hereby finds and declares that it is in the public interest to shorten the time required for a citizen to request and receive emergency aid. There currently exist hundreds of different emergency telephone numbers throughout the Commonwealth. Providing a single, primary, three-digit, toll-free emergency telephone number through which emergency services can be quickly and efficiently obtained will contribute significantly to the morale and safety of the citizens in Pennsylvania; it will also enhance the business climate in the Commonwealth by increasing the apprehension rate of criminals, reducing property losses to fire, with a concurrent reduction in insurance rates. It is the intent of the General Assembly to establish the three-digit number "9-1-1" as the telephone number by which any citizen within the borders of the Commonwealth of Pennsylvania may gain rapid, direct access to a public safety emergency answering point, with the objective of reducing response time to situations requiring law enforcement, fire, medical, rescue or any other emergency service. It is the further intent of the General Assembly that authority and responsibility for establishing, operating and maintaining adequate facilities for answering emergency calls for public safety assistance and dispatching proper response(s) to satisfy the caller's requirements shall be vested in the County level of local government.

SECTION 3. Definitions.

The following words and phrases when used in this Act shall have, unless the context clearly indicates otherwise, the meaning(s) given to them in this Section:

"Basic 9-1-1 System" - allows a person dialing 9-1-1 to be connected to a Public Safety Answering Point (PSAP) via normal telephone

facilities.

"Local Government" - any political subdivision or any combination or group thereof.

"Public Agency" - the State, and any city, county, city and county, municipal corporation, chartered organization, public district, or public authority located in whole or in part within this Commonwealth which provides or has authority to provide fire fighting, law enforcement, ambulance, medical or other emergency service(s).

"Public Safety Agency" - a functional division of a public agency which provides fire fighting, law enforcement, ambulance, medical, or other emergency service(s).

"Public Safety Answering Point" (PSAP) - the initial point where calls for public safety agencies are answered.

SECTION 4. Actions Required by the:

A. General Assembly

1. The General Assembly hereby establishes "The 9-1-1 Advisory Commission" to execute the provisions of this Act.

a. The duties of the Commission shall be:

(1) To provide technical assistance as requested by the Counties in developing their 9-1-1 implementation plans.

(2) To receive, review, and approve/disapprove for funding, the plans submitted by the Counties to implement 9-1-1 service. The approval of funding for the County plans will be in accordance with SECTION 5 of this Act.

(3) Review and act on filed requests for extension of time to implement 9-1-1.

b. The Commission shall employ adequate numbers of professional staff personnel who will have been certified and employed through the State Civil Service Commission, to provide staff and technical services to the Commission in meeting the responsibilities of carrying out the provisions of this Act.

c. The Commission shall consist of five (5) bipartisan citizens, appointed by the Governor, one of whom shall be

designated to chair the Commission. The members of the Commission shall have the privilege to vote on any issue properly presented to the Commission.

d. A majority of the members of the Commission present at a meeting will constitute a quorum.

e. The members shall serve without compensation, but may be reimbursed for their actual and necessary traveling and other expenses incurred in connection with attendance at meetings.

B. The Telephone Industry in Pennsylvania

1. Telephone companies who provide telephone service to citizens of this Commonwealth will provide Basic 9-1-1 features in their respective exchanges by January 1 of the fifth year after enactment of this Act.

2. Where extraordinary technical and/or financial means are required to convert Central Office facilities to meet the requirements of this Act, extensions may be granted by filing with the 9-1-1 Advisory Commission.

C. County Level of Local Government

1. The General Assembly has determined that the most logical and cost-effective level of government within the Commonwealth at which to install, operate, and maintain a 9-1-1 emergency telephone system in the County. Nothing in this Act shall be construed to prohibit or discourage in any way the formation of multi-jurisdictional or regional systems, and any system established pursuant to this Act may include the territory of more than one public agency or may include a segment of the territory of a public agency. Any counties or other local governments applying for a 9-1-1 system shall make arrangements with the telephone company(ies) involved to serve the entire central office district or districts of said utility.

2. The governing body in each County is responsible for the planning and implementing a 9-1-1 emergency telephone system adequate to provide the availability of 9-1-1 service to citizens within the County, by not later than January 1 of the sixth year after enactment of this Act. Each County shall establish a "9-1-1 Planning Committee", made up of a cross-representation of citizens of the County; the Committee shall present the results of their planning efforts to the governing body of the

County for approval. The 9-1-1 Planning Committees are encouraged to consider maximum integration of telecommunications facilities and capabilities within their planning, in order to economize the monetary costs, as well as to effect a more rapid response capability.

3. The governing body in each County shall be responsible for the execution of all contracts, mutual aid agreements, cross-service agreements, etc. which may be required in the implementation of the 9-1-1 system.

4. The governing body of each County is authorized to file requests for extension of the implementation date, when local circumstances preclude attaining the established date.

SECTION 5. Funding

A. Policy

1. The General Assembly hereby authorizes the 9-1-1 Advisory Commission to accept requests for funding of 9-1-1 systems. The Commission is further authorized to establish guidelines for the submission of the requests for funding. The General Assembly authorizes the Commission to fund the following elements of a 9-1-1 emergency telephone system:

a. The cost(s) of trunk line service from a telephone central office exchange to the public safety answering point.

b. The cost(s) of the telephone terminal equipment installed in the public safety answering point, dedicated to 9-1-1 service.

c. The cost(s) of dedicated trunk line service between Public Safety Answering Points (PSAPs) in adjacent counties.

d. The one-time installation costs attendant to a, b, and c above, are authorized for funding for systems implemented after date of enactment of this Act.

e. The cost(s) involved in the hiring of extra persons because of implementing a 9-1-1 system, to a maximum of five people.

B. Source of funding

1. The source of funds to support the above policy shall be the General Fund.

2. The 9-1-1 Advisory Commission shall establish and promulgate the guidelines by which the counties are to submit their respective requests for funding, and the guidelines for how the Commission is to administer those funds.

C. Approval for funding

1. The 9-1-1 Advisory Commission shall approve all applications for public safety telecommunications funding prior to submission to funding sources. This will ensure that only the most efficient and cost effective public safety telecommunications systems are funded.

SECTION 6. Publicity

A. It shall be the responsibility of the 9-1-1 Advisory Commission to develop and promulgate a state-wide publicity program which will have as its goal, educating citizens in Pennsylvania with the implementation of 9-1-1 service throughout the Commonwealth. The Commission shall also provide assistance to the County governments to publicize the implementation of 9-1-1 throughout the local area.

SECTION 7. Reports

The 9-1-1 Advisory Commission shall submit an annual report of activities to the General Assembly, on or about January 1 of each year. This report of activities shall include the approved requests for funding for the ensuing Fiscal Year.

SECTION 8. Effective Date

This Act shall take effect immediately.

END