PSAP Interim Text-to-9-1-1 Support Documents

1.0   Purpose

1.1   The purpose of this document is to provide support information and education materials for PSAPs planning on moving forward with the Interim Solution for Text-to-9-1-1.

2.0   Scope

2.1   The scope of the Attachments included herein are intended to be offered as examples only, and PSAPs will need to consider how to implement or adapt each of them to suit their individual needs.

2.2   PSAPs will therefore need to review each of the Attachments and carefully consider what changes or modifications are required to achieve the desired outcomes.

2.3   In addition, all aspects of the ever evolving technology must be constantly reviewed, and therefore the Attachments should be considered living and evolving documents that should be reviewed on a regular basis.

3.0   Content

3.1   The following section is intended to describe the content and purpose of each of the Attachments.

> **3.1.1   ATTACHMENT 1 - Interim Text to 9-1-1: Information & Training for Telecommunicators –** This Attachment consists of a PowerPoint slide deck that is intended to provide telecommunicators with an overview of the Interim Solution for SMS Text-to-9-1-1. It should be noted that the PowerPoint includes an overview of the current interim solutions; however, PSAPs may chose to focus only on their chosen interim solution, and remove references to any other interim solution, or the final i3 solution as referenced in the PowerPoint. As stated, PSAPs should consider this as a training template, and are encouraged to modify the presentation to suit local needs, as well as to add additional information germane to the aforementioned Interim Solution.
>
> **3.1.2   ATTACHMENT 2 - Interim Texting Policy SOP -** This Attachment provides a Standard Operating Procedure (SOP) template. It is intended as a model document that PSAPs should have in place prior to implementing Text-to-9-1-1. Various operational considerations are highlighted with comments in parenthesis. PSAPs will need to consider their existing SOP's with the objective being a clear and concise set of procedures that will benefit telecommunicators in the processing of Text-to-91-1 requests for service. In addition, PSAP managers

should regularly review and update any aspect of the SOP that impacts call processing and response.

3.1.3 ATTACHMENT 3 – Canned Message List for PSAPs - This Attachment provides a list of suggested Canned Messages intended to be programmed into PSAP Customer Premises Equipment (CPE) or any other technologies employed by PSAPs when processing Text-to-9-1-1 requests for service. These messages are intended to be used by telecommunicators to quickly and efficiently send messages back to the texter and are offered here as examples only. PSAPs may wish to develop their own lists based on these examples.

3.1.4 ATTACHMENT 4 – Interim SMS Text-to-9-1-1 Operational Experiences – This attachment contains operational impacts and experiences from some of the early Interim SMS Text-to-9-1-1 adopters. All of the data is accurate as of June, 2014. It is intended as a resource for 9-1-1 authorities to assist in planning and implementation of text-to-9-1-1. The information below may be updated as text-to-9-1-1 service is implemented across the county.

4.0   Additional Considerations

4.1   Retention of SMS Text-to-9-1-1Messages - The retention of all SMS Messaging will be dependent on your Interim Text-to-9-1-1 solution. PSAPs should seek advice from their IT Staff concerning the archiving and storage of Text-to-9-1-1 messages.

4.2   Transfer of Interim SMS Text-to-9-1-1 Sessions - Within the Interim SMS text-to-9-1-1 solution it is possible for neighboring PSAP agencies to deploy different interfaces. This prevents the transfer of the text session in some cases if the interface does not support a transfer. The 9-1-1 agency will need to coordinate with the text provider or text control center to determine when and how transfers will be possible.

As the transition to NG9-1-1 text-to-9-1-1 solution occurs, the 9-1-1 Authority will need to revisit this section of the operating procedures based on new transfer capabilities.

Attachment 1

Interim Text to 9-1-1:
Information & Training for Telecommunicators

Interim Text to 9-1-1

Information & Training for Telecommunicators

Version 2 August 26, 2013

AGENDA

➢ Overview of Texting Solution

➢ Why solution is needed

➢ How it will work here

➢ Public Education

➢ Question & Answer Time

Overview of Interim Text-to-9-1-1 Status

➢ Interim solution agreed to by big four providers, NENA & APCO by May 15, 2014

- TDD/TTY Interface
- Web Portal
- i3 NG9-1-1 Interface

➢ Bounce back message by June 30, 2013

PSAP Web Portal

➢ Third party operates a web server accessed by PSAPs via the public Internet
- Requires Internet Service and a browser-equipped workstation
- Call taker/PSAP authenticates to web server and receives SMS calls
- No new PSAP CPE required – may require a separate monitor
- Separate from existing PSAP operations flows & logging sytems
- Depends on ISP connections (Who do you call if the Internet is down?)
- If PSAP is not connected to web server, messages are alternately routed or bounced back by gateway

NENA
9·1·1
ASSOCIATION

TDD/TTY Interface

➤ Text calls forwarded to Legacy Selective Routers as TDD/TTY calls.

➤ Accommodates legacy PSAPs without changes.

➤ PSAP CPE answers call and detects TDD tones.

➤ Call taker converses with SMS caller via TDD functions.

➤ Less impact on PSAP operations then Web Interface.

➤ Works within existing legacy 9-1-1 standards.

NENA i3 NG9-1-1 Interface

➢ Requires IP connectivity between Provider and the PSAP

  ● Carriers have stated willingness to accomplish this connectivity via regional and state ESInets, if available.

➢ Requires PSAP NG9-1-1 readiness

➢ Requires NG9-1-1 capable equipment

➢ Should be fully compatible with future NG9-1-1 systems

NENA
9·1·1
ASSOCIATION

Bounce Back Message

➢ Wireless carriers have agreed to provide a standard message when text-to-9-1-1 not available.

➢ The big four implemented by June 30, 2103

➢ Remaining carriers must implement by September 30, 2013 per FCC order.

IMPORTANT TO REMEMBER

➢ Interim texting solution:
- Will only deliver SMS, no other forms of text messaging

- A text that is too long or sent to more than one recipient becomes MMS automatically

Why Text-to-9-1-1 ?

➢ 330 million connected wireless devices in the U.S.

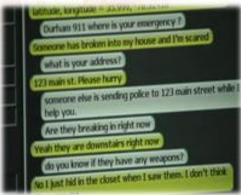➢ Exponential increases in text messaging

➢ Equal Access

➢ Public Safety

Interim Text-to-9-1-1 in my PSAP

➢ Currently offered to {insert carrier name} wireless customers only {but plans are to expand in the future.}

➢ {insert the appropriate procedures for PSAP}

How do you text-to-9-1-1?

Communicators will respond via text dialog

Interim Text-to-9-1-1- Training

■ Additional Duties & Skills Required {insert local policies and practices}

Public Education

- NENA message – **9-1-1: Call if you can, text if you can't**
  - Citizens should be encouraged to text only when calling 9-1-1 is not an option
- Stress first thing 9-1-1 will need is location information and nature of the emergency
- Text abbreviations or slang should never be used so that the intent of the dialogue can be as clear as possible.

Note – More information concerning Text to 9-1-1 may be found at:

http://www.nena.org/?page=textresources

Attachment 2

Interim Texting Policy SOP

AGENCY NAME HERE
INTERIM NG TEXTING POLICY/SOP

Subject:	Interim NG Text to 911		
Revision:		Effective Date:	
Supersedes:	Any Previous		Pages: 4

POLICY

It shall be the policy of the (your agency name here) to follow the procedures set forth in this (written directive, policy, standard operating procedure)for the processing of calls received via Short Message Service (SMS) text messaging.

PROCEDURE

In lieu of voice communications, callers may opt instead to contact the (your agency name here) via SMS Messaging, also called **texting.**

Calls received via SMS Messaging will come into the Center on a designated queue labeled as "TXT-2-911".

If appropriate, when processing a SMS Messaging call, a Telecommunicator may place himself/herself as '**Not Ready/Busy'** on the phone system until the SMS Messaging call has been handled. (Agency policy in this regard may vary according to the Interim Text-to-9-1-1 solution adopted by the PSAP, staffing levels, etc.)

To initiate a two-way conversation the Telecommunicator will answer the call coming in on that queue like any other 9-1-1 call. A window will appear allowing two-way conversation between the Telecommunicator and the caller.

If pre-set messages are available, the Telecommunicator may choose to use those messages as appropriate.

If it is determined that a field unit response is indicated, the Telecommunicator will generate the call in CAD using the **New Event** function, or fill out the appropriate card(s) if on a manual system. Initial information will be gathered in the following order:

1. The caller will be greeted with the same script that voice callers receive:

    Example: "Anywhere 9-1-1, where is your emergency?"

2. The Telecommunicator should ask the caller if they can call in by voice. (If it is safe to do so).

3. (Enter your agency policy of verifying information that displays during a 9-1-1 call).

4. The nature of the call will be asked for and the appropriate call-types entered into the call. Once a call is classified it will be routed for dispatch to the appropriate unit(s).

   (NOTE: Below are two examples from actual SOP documents of how EMD could be handled. Please insert your agencies policy here.)

   a) Medical calls will not be processed using the EMD protocol. These calls will only be assigned a Chief Complaint.

   b) The Telecommunicator will provide the same level of service in regard to Emergency Medical Dispatch for text calls as they do for voice calls. Telecommunicators will follow the same protocol they do for voice calls, by gathering the same information, dispatching the appropriate units and providing the same post-dispatch instructions.

5. Telecommunicators will ensure that all scene-safety information is obtained to ensure that bystander and responder safety issues have been addressed.

6. All scene-safety and any other pertinent information will be recorded and relayed to the responders as appropriate.

Before ending of the call, the Telecommunicator will inform the caller that the requested assistance is being sent to address that the caller initially requested. This will help confirm that the address of the incident is correct.

> **Example** – "EMS will be dispatched to 505 W. Chapel Hill St (or as per your Agency policy)".

Ending a call is accomplished by using the **_Release_** button (or however your agency ends a SMS call. (Note that Agency policy in this regard may vary according to the Interim Text-to-9-1-1 solution adopted by the PSAP). Once a call is released, a message should be sent to the caller indicating that the session has ended. A SMS Messaging session cannot be restored/initiated by the 9-1-1 Center again unless the caller messages 9-1-1 again in a new session.

GENERAL

At no time will a Telecommunicator use 'texting' lingo, shortcuts, or acronyms. All correspondence from the Telecommunicator will be in full-length form, with the exception of common acronyms, which include, but are not limited to:

- **St** for Street
- **Rd** for Road
- **Hwy** for Highway
- **EMS** for Emergency Medical Services
- **NC** for North Carolina
- **US** for United States
- **I-xx** for Interstate Highways

The caller should be encouraged not to use 'texting' lingo, shortcuts, or acronyms so as

to help eliminate any confusion on the part of both parties; however, callers are not required to oblige. In the event it becomes difficult to understand a caller's need due to the use of these shortcuts, the Telecommunicator will ask the caller if they can call in by voice.

If appropriate, the **Class of Service** source field should be changed to "TEXT" as a Text-to-9-1-1 call may not automatically populate correctly with the appropriate class of service (i.e. landline, wireless, etc.). This is done in order to facilitate searching for text-to-9-1-1 messages.

When appropriate, non-English text-to 9-1-1 messages should be handled in the same manner as voice calls (i.e. according to PSAP policy). If the Telecommunicator is unable to explain to the caller that they need to call 9-1-1, the Telecommunicator will initiate a voice call to the originating number and attempt contact.

A caller should not be called back in cases where their safety, or the safety of another, is in question; however, if a responder requests that a callback be made on a request for service that was initially received via SMS Messaging, the Telecommunicator will inform the officer of such. If the officer still requests a callback at that point, the callback request will be honored.

The content of all SMS Messages to/from the 9-1-1 Center are public record and are available upon request of any citizen or media. All communication from the 9-1-1 Center shall be of a professional nature and work-related.

NON-RESPONSE FROM TEXTER

Response to this would depend upon the initial text that is received. If there is language within the message to indicate it might be a legitimate 9-1-1 text, then text message back "If you have an emergency, text or call 9-1-1". If there is still no response, (enter your agency's policy for hang-up or silent 9-1-1 calls).

If the language within the text is garbled and might indicate a "misdialed or accidental text" then text message back "If you have an emergency, text or call 9-1-1". If there is still no response (enter your agency's policy for hang-up or silent 9-1-1 calls).

TRACING ANONYMOUS TEXT

Currently no anonymous text can be sent. However, if they are through another carrier, any traceable information provided should be handled as it would for voice calls. If there is no information, no action can be taken.

MULTIPLE TEXT HANDLING

Multiple text sessions will be prioritized in the same manner as 9-1-1 calls. The highest priority Text-to-9-1-1 call will be determined by the nature of the emergency. Make sure you respond to each message and ensure, if multiple texts are received about the same call, that they are indeed the same and not a different call.

Telecommunicator's will need to make others in the room aware of multiple text sessions to ensure multiple calls are not entered.

MISDIRECTED TEXT

If technically possible, transfer to the proper agency. If not technically possible, take pertinent information and relay to proper agency. Maintain contact with the complainant and handle as appropriate for call type. Release the complainant when appropriate for situation according to policy or when unit(s) is on-scene. The Telecommunicator may have to provide contact information for the proper agency on end of session or when appropriate. (See Other Considerations (section four) for more detail).

TEXT FOR NON-EMERGENCY

(Enter your agency policy for non-emergency call processing.)

PRIORITY VOICE vs. TEXT

Calls shall be prioritized based on the nature of the call, whether voice or text.

TRACKING MOVING TEXT-TO-9-1-1 CALLERS

(Note – this section will require modification according the interim text-to-9-1-1 solution used by the PSAP.)

Depending on the Text-to-9-1-1 solution adopted by the PSAP, the Telecommunicator shall use the rebid feature to obtain a current location of the caller. If the caller leaves the agency jurisdiction, the Telecommunicator will transfer the text session to the agency responsible for that jurisdiction, only if they are capable of receiving text sessions. If the receiving agency does not have the capability of receiving text, the original Telecommunicator will maintain the session and relay information to the appropriate agency. If the text session enters another jurisdiction, then the incident will be passed onto that agency, either by transferring the session or by relaying all information by voice.

If there is a session in progress, it will need to be passed on to any relieving personnel.

SHIFT CHANGE

The passing on of text sessions at shift change between operators must include information related to the open sessions. All queues are to be checked at shift change.

RETENTION OF SMS MESSAGES

The retention of all SMS M*essaging will be in accordance with the current* **(enter in your agency's policy for the retention of records).**

POLICY ENFORCEMENT

Failure of an employee to comply with any of the provisions set forth in this policy may result in disciplinary action. The 9-1-1 Director reserves the right to alter this policy at any time. Employees will be notified of any updates to this policy including the effective date of any changes.

Attachment 3

Canned Message List for PSAPs

Canned Message List for PSAPs

9-1-1, What is the address of your emergency?
What City?
What is your Emergency?
What is your Phone Number?
What is your Name?
What is happening now?

Instructional Canned statements

Please use full, simple words
Do not use abbreviations
Do not Text and drive, please pull over
Get out now!
Wait outside for First Responders
Please wait, you are being transferred
Stay calm, help is on the way
Please call our non-emergency number to report this non-emergency (XXX)XXX-XXXX
Ending session, if you need more help contact 9-1-1
Secure or put away your animals
Unlock the door
Turn the outside light on

Subsequent Canned Questions

Are you driving?
Are you traveling on foot?
Are you on public transportation?
Are you in a vehicle?
Location of suspect?
Are there any weapons?
Is anyone hurt?
What does the person look like?
What are they wearing?
What is the nature of the injuries?
Is the person breathing?
Is the person awake?
How old is the person?
What kind of house?
Where is the fire?
What floor is on fire?
Are there any people inside?
Do you need the Police?
Do you need Fire Trucks?
Do you need an Ambulance?

Do you have any further information, or need additional help?
An ambulance will be been dispatched.
A fire/rescue crew will dispatched.
Law enforcement will be dispatched.

Attachment 4

Interim Text to 9-1-1:
Operational Experiences

Interim SMS Text-to-9-1-1 Operational Experiences

This document contains operational impacts and experiences from some of the early Interim SMS Text-to-9-1-1 adopters. All of the data is accurate as of June, 2014. It is intended as a resource for 9-1-1 authorities to assist in planning and implementation of text-to-9-1-1. The information below may be updated as text-to-9-1-1 service is implemented across the county.

Monroe County 9-1-1 New York - City of Rochester (handles calls for the entire county including City of Rochester)

Interface: TCS Gem 9-1-1 Web Portal on separate terminal also includes their mapping, etc.

Population served with text? – 747,813

How long have you had text? June 20, 2013 tested about a month & did press conference on 7/17/2013. (Verizon only) Monroe County will test and deploy with T-Mobile on April 21, 2014.

Public Education/PR

During a press release they announced it was Verizon only and if possible call 9-1-1 because it's faster & easier. There is a large Deaf & Hard of Hearing community in area that they worked with, and they were in attendance at the press conference. In addition, the Deaf and Hard of Hearing community came to the center to help with training and to educate call takers on what they would see if a deaf person were texting. They gave tips on how to communicate better with Deaf & Hard of Hearing community.

Statistics:

In that time how many texts have come into your center?

> 73 texts from citizens

> 30 resulted in CAD events

> 10 of them were secondary calls on an event already in the system; they did add info to the event.

> 6 requesting info – it was 9-1-1 but no response needed

> 10 of them did then hang up & make a 9-1-1 call

> 17 were inappropriate

For December, 2013 they had 13 texts not including tests.

They have also had some texts (not sure how many) related to suicide but they weren't from the person attempting suicide, but a friend.

Do you have statistics on the length of time a text is taking your call takers to handle?

> 1/13 – 00:29 text regarding friend that was going to commit suicide & 00:50 conversation ended

> Domestic violence – 8:32, job entered at 8:34 and with officers at 8:47. That's a little longer than a phone call, but not too much.

Telecommunicator Feedback: At first Telecommunicators were afraid to be bombarded, thinking they'd need a whole console just for texting. They were worried they wouldn't be able to provide level of service to either phone or text; now it's pretty run of the mill for them.

Monroe County has the supervisor at the beginning of each shift do a test text to make sure all call takers have volume turned up on their web portals. The volume must be turned up in order for the call taker to hear the text come in. Everyone logged in to the portal gets the sound.

At the end of a text session they have call taker "print screen" because once the session is ended the conversation disappears. TCS has upgraded the administrative functionality and the Monroe County administrator now has access to search, view, and download SMS conversation logs via the GEM Admin website-no need to email TCS and request activity log.

State of Vermont – one PSAP is taking all SMS text messages for the 8 PSAPs in the state

Interface: i3/IP into equipment

Population serving: 98% coverage with AT&T, Verizon, Sprint and T-Mobile

Launched with Verizon in April 2012, did a trial with Sprint for 4 months in December 2012, and launched a trial with AT&T in August 2013. Sprint and T-Mobile were implemented in the middle of May, 2014.

Public Education/PR

Vermont has utilized the "9-1-1: Call if You can, text if you can't" tag line. They have now done several radio and TV Public Service Announcements (PSAs). They have a YouTube page with all of the PSAs. One of the PSAs is targeted to the Deaf and Hard of Hearing community and provides information on how to text 9-1-1.

Statistics:

Since April of 2012, 588 texts to 9-1-1 have been processed and received. The majority or 329 of those texts were tests sent as part of the implementation of each new carrier. The 259 non-test texts break down as follows:

- 39 confirmed accidental texts where no emergency existed.
- 85 appeared to be accidental texts, but we were not able to confirm the status due to a lack of location information and/or because the individual did not respond when the call taker asked where their emergency was.
- 19 were contacts regarding a crime that were not deemed to be an emergency
- 11 were repeat texts from the same person that were not emergencies where we had to take action to stop the unnecessary texts (first and only confirmed incident of "spam").
- 4 that we suspected were "spam" but we were unable to confirm.
- 26 were continuations or follow ups to a previous text session reporting an emergency.
- 74 were legitimate emergencies that required some type of response. Those emergencies included auto accidents, burglaries, intruders, erratic driving, drug dealing, assaults and threats of assault. 8 were related to suicide threats and 8 involved domestic violence situations.
- 1 that remains unclassified.

State of Maine

State of Maine - Two of the 26 PSAPs for Maine are taking Interim SMS text for the state. These PSAPs were already used as back-ups for the others, so familiar with handling Maine-wide 9-1-1 calls.

Interface: TTY interface, no modifications, but did shut off auto-answer since text needs the opposite interaction

Some adjusting of audio volumes required.

They do not have Internet at PSAP positions, so TTY interface was attractive vs a remote webserver.

Started service May 2013

No costs other than staff time, minimal training since TTY already in place

Public Education/PR

Joint press release with Verizon Wireless and they did public education through the Deaf and Hard of Hearing groups and their newsletters

Statistics:

Texting very low volume and Telecommunicators do testing among themselves for practice

Texting is not just nice to do. It is a need in the community. Please don't be afraid of it.

North Central Texas Council of Governments –

Program Information: The NCTCOG Regional 9-1-1 program has 44 PSAPs in 13 counties surrounding the Dallas Fort Worth Metroplex. The program does not include Dallas, Tarrant, or Denton County. They serve a population of 1.6 million and 10,000+ square miles coverage area.

Out of the 44 PSAPs in the program, 33 are Text ready.   The project began in January 2013 with Verizon Wireless. T-Mobile deployment began on April 7, 2014. As of June 2014, all 44 PSAPs have been implemented with T-Mobile and Verizon, and they are in the process of implementing now with AT&T and Sprint.

Interface: GEM 911 over ESInet with core services on 9-1-1 workstations.

Public Education: 30 days after each county has deployed they hold a public announcement where they invite the local newspapers, city officials, business owners, and first responder personnel to attend. During these public announcements they provide information on how to use Text to 9-1-1, give a live demonstration of what the Telecommunicators see when a text message comes in, and then open the floor for questions.   Due to the complexity of the region, NCTCOG 9-1-1 is taking a grassroots approach when doing additional public education outreaches. Promoting the service only in the areas where it has been deployed.   NCTCOG 9-1-1 has created a public service announcement and pamphlets to be used when back into the PSAP cities and counties to do more informative training after the public announcement.

Statistics: Since deployment, they have received 9 requests for help via SMS – Text.

Training: All Telecommunicators are required to attend a - hour training, which encompasses not only training on the product, but also covers components of Next Generation 9-1-1.   Each PSAP by Interlocal agreement is required to process 20 test requests for help via text per month.