

**STATEMENT OF
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**BEFORE THE
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION
SUBCOMMITTEE ON COMMUNICATIONS
U.S. SENATE**

**“E9-1-1 Implementation”
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Mr. Chairman, members of the committee, Senator Burns, thank you very much for providing me with this opportunity to appear before you today. My name is Jenny Hansen, and I am the Manager of the Public Safety Services Office for the State of Montana. I sat before this committee a little over one year ago, in October of 2001, testifying before you about the challenges of deploying wireless enhanced 9-1-1 among other public safety challenges in rural America. The testimony took place amidst a world with newfound interest and a heightened sensitivity to what public safety professionals do. Our bottom line: to save lives. It is the reason we are here, and the answer we give when we're asked why we do what we do.

A Special Thanks

Mr. Chairman, I would like to take this opportunity to thank Senator Conrad Burns for his leadership on this issue in Montana and throughout the nation. In 1999, Senator Burns sponsored the Wireless Communications and Public Safety Act, an important roadmap for deploying wireless 9-1-1. President

Clinton signed that Bill (SB800). Last week, Co-Chairs Senator Burns and Senator Clinton launched the E9-1-1 Caucus, bringing together leaders from government, emergency response and industry to grapple with the challenges facing our nation in deploying modern emergency response technologies. The E9-1-1 Caucus brings focus to the 9-1-1 industry. More importantly it provides a platform for getting the right resources to right people at the right time to save lives. I thank the membership for their leadership on these critical issues and look forward to the work and successes ahead.

The Fundamentals of Public Safety

The fundamentals of Public Safety are just that ... fundamental. Senator Burns has said, "9-1-1 should be a no-brainer". Yet 9-1-1, let alone public safety technology is not a plug and play operation. There is a delicate balance between people and their privacy, the price of technology and the Return On Investment, rules to weigh in and enforcement issues when you don't comply, which one has greater cost? I remember a conversation with a wireless carrier's representative who, when discussing the feasibility of deploying wireless E9-1-1 in Montana, actually compared telephone networks by citing, "there are actually more switches in a high-rise in New York City than there are in the entire state of Montana". What we *have* is what we have. The fundamental needs are the same. We need each other, the collaborative make-up of this room, to take care of the bottom line. For us, whether in New York or Montana, the bottom line will always be *saving lives*.

Project management is typically tempered with strategy. We must first build a foundation upon which to add new and improved technology, time and life-saving tools to insure the bottom line. What does that mean in our industry? You need basic 9-1-1 before you can move into enhanced 9-1-1. And you need to have enhanced landline 9-1-1 before you can move into wireless E9-1-1. It may sound reasonable, even simple. But there is so much that has to be done between A and Z, that in our zeal to reach the finish line, we must be sure we don't leave anyone behind. Technically speaking, it is not possible to deploy wireless E9-1-1 without everyone in that *Chain of Survival* being proactive and successful in their own right. If one cog in the wheel fails, we all fail. We've heard arguments about who's ready and who's not. The success stories we're hearing today are the culmination of solution-oriented project teams versus finger-pointing sessions with delays being seen as conveniences instead of a threat to public safety. Project management is a role we all have in this business of deploying E9-1-1. Each of us, however, has our own limitations in our respective jurisdictions, authority and ability to enforce the rules. It is here where we need your help.

The Cost of Doing Business in Rural America

An added factor, the cost of doing our business in rural America has inherent challenges. The fourth largest state in the nation, Montana covers over 147,000 square miles, encompassing over 550 miles of international border, the mountainous terrain of the Northern Rockies and vast flatlands of the Northern Plains. Montana's total population of fewer than 900,000 is unevenly distributed

across the vast area of the state. Over half of Montana's residents are concentrated in only *six* counties that exceed 50,000 in population. Less than 400,000 Montanans are spread throughout the state's remaining 50 counties. Everyone I know does the work of two, three, even four people, doing more with less as the rest of us in this country, but at a greater margin.

Demographics aside, it is truly the last best place. Integrity, for the most part, is the way of life in this big, small town. Deals are still made on a handshake. Your word is your deed. We do whatever it takes to take care of business. I recall many a morning, "O dark-thirty" we call it, (public safety lingo), meeting with the fire council at the local truck stop to identify needs, recommend solutions and turn them into action items before the sun came up and it was time for the ranchers to tend to their fields and their cattle. Volunteers for the most part...some at or near retirement age. A characteristic not unique to Montana, but more of a challenge for us in public safety to use and recognize the resources that we have in this country, but more importantly, provide them with the resources so they can do their jobs, safely, seamlessly, and in the nation's eyes, heroically. In their own eyes: all in a day's work.

We respect each other's privacy in Montana, and we have a Constitution that addresses this issue unlike many states in this country. This has presented unique challenges to the public safety community and most recently, homeland security discussions in identifying risks, sharing intelligence and deploying mitigation strategies. In communities with great need, each step forward is a

success story. Like my colleagues testifying before you today, we have successes of our own.

In the last year, the Governor's office created the Public Safety Services Office in the Department of Administration. The Public Safety Services Office manages the State's 9-1-1 Program and statewide planning of public safety communications.

Montana is among the handful of states that have attained statewide 9-1-1, but enhanced 9-1-1 service is expected by the public, even in remote areas. The 9-1-1 program is successful due to extensive cooperation among legislators, regulators, state and local government administrators and the telephone industry. Continued success will require further cooperation to solve impending problems caused by new technology and conditions.

Montana's 9-1-1 Program successes include landline E9-1-1 deployments. In this past year, the first year of our office, of the 58 Public Safety Answering Points, we've gone from 10 to 16 PSAPs providing landline E9-1-1 services with an additional 29 E9-1-1 plans developed and approved for deployment in FY04. We have an aggressive work plan with a goal of statewide E9-1-1 (landline) services by 2005. Additionally, by establishing minimum standards or characteristics of our 9-1-1 technologies, and with the collaborative efforts of public and private stakeholders and local, state and federal offices, the state will be Phase II ready by 2005. Each PSAP is researching the best approach for embracing new technologies. Gallatin County and the City of Bozeman is within

six weeks of receiving Phase I wireless E9-1-1. This long-awaited success is still met with much work ahead with respect to locating the call for help.

My office is responsible for the statewide picture. We're looking at solutions that can move the state forward, into an interoperable public safety environment. Currently, our discussions include building our own routers, moving the state, all at once into Phase II readiness. What are the costs, the benefits, and the next steps for deploying these tools?

We've also undertaken the issue of upgrading the Multiple Telephone Line System (MLTS) or PBX for all State buildings. Telephone systems in many schools, hotels, large businesses, hospitals, or some large multi-family housing units only provide the main phone number and billing location of the multi-line phone system - not the direct phone number or exact location. 9-1-1 calls from many of these systems suffer from inadequate and even incorrect location information. This is a daily problem for the nation's 9-1-1 professionals and leads to delays in law enforcement, fire, and emergency medical response. The first step in providing E9-1-1 services on an MLTS is to make sure we practice what we preach. First the State Capitol Complex, then local government buildings, school districts, University systems and so on. Some institutions raised concerns about E9-1-1 installation and maintenance costs. The reality is, when viewed as an add-on feature to a new premises-based telephone system, E9-1-1 generally costs less than five to 10 percent of the system's total expense. Of greater concern to an institution may not be the cost, but the liability. The lack of an adequate E9-1-1-ready system is a potentially catastrophic financial risk. Past

court decisions have held institutions and managers personally liable for safety and negligence. I applaud corporations such as American Express and State Farm Insurance who are proactive in providing life-saving solutions on their Multiple Telephone Line Systems for their employees, their family.

National Solutions for a National Standard of Care

The interrelationship between people, technology and training is the foundation for public safety. Building that foundation is a collaborative effort that is represented by the make-up of this room today. Providing the 9-1-1 telephone network to make and answer the call for help, the interoperable radio system upon which to send help and insure the safety of the field units and securing the programs and budgets of the offices supporting these efforts takes the concerted efforts of everyone in this room. Not just today, but everyday, 24 hours a day, 365 days a year. This includes the new trend of diverting 9-1-1 funds (also referred to as *State raids*), paid by consumers, to augment deficits in State budgets.

Currently, 33 states have statewide 9-1-1 programs, and most, but not all, have responsibility for both wire line and wireless 9-1-1. The State coordinator's scope of authority needs to cover both technologies. The remaining states have been slow to make appropriate appointments according to the 1999 Wireless Communications and Public Safety Act and the FCC's Order. "Appropriate" means that the appointee has working knowledge of wire line and wireless E9-1-1 issues and technology and has the statewide authority and organizational

capability to effectively coordinate development of statewide E9-1-1 plans for both wire line and wireless technologies and with all stakeholders. Effectively means that the appointee is in a position to bring the stakeholders together and forge cooperative working relationships in the interest of achieving the economies of scale that only come with a statewide vision and a statewide plan.

Today, most of the Research and Development for future, interoperable 9-1-1 systems is being done by volunteers, again, most at or near retirement age. Some might say an incentive is needed to move public safety R&D efforts forward.

There are several R&D efforts underway. We don't need to reinvent wheels, merely sharpen our focus. Many have developed solutions, authored documents, made recommendations toward the deployment of 21st Century technologies.

The U.S. Department of Justice's (DOJ's) Office of Community Oriented Policing Services (COPS) has studied the effects of 9-1-1 technologies on the law enforcement community. *The Problem-Oriented Guides for Police Series – Number 19: Misuse and Abuse of 9-1-1* is based on sound problem-oriented policing principles, and as new telephone technology is deployed, new challenges are identified. Unintentional calls occur when a person or phone inadvertently dials 9-1-1. This category includes phantom wireless calls, and misdials and hang-up calls. Deployment of new technologies has a cause and effect relationship with the public safety community. With the commencement of wireless E9-1-1, Phase II, 9-1-1 centers will have to determine whether they will

dispatch to phantom call locations. If they adopt this approach, the drain on police resources could be enormous. For instance, the California Highway Patrol estimates it would potentially need twice its current number of officers to respond to the 1.8 million to 3.6 million phantom calls it receives annually. The R&D is being conducted now, with education and outreach programs underway, by the time we reach national deployment; we should have solutions to these 21st Century problems. However, the problem is already serious enough to suggest that ignoring it could have severe ramifications for police and legitimate 9-1-1 callers.

The U.S. Department of Transportation's (DOT's) Wireless E9-1-1 Initiative provides stakeholder leadership, technical assistance, and technological innovation. A recent report on Wireless E9-1-1 technical and operational issues by former FCC official Dale Hatfield termed the DOT's Wireless E 9-1-1 Initiative as "perhaps the most visible" of all Federal activities related to wireless implementation. USDOT convened key stakeholder representatives from the public safety, communications, and state and local government communities to formulate and initiate actions to accelerate wireless E9-1-1 availability. The Intelligent Transportation Service (ITS) Public Safety Program provides funding support for the Wireless Implementation Program, which provides technical assistance, guidance, and training to accelerate Public Safety Answering Point (PSAP) readiness for wireless E9-1-1.

The National Steering Council reached consensus on a six-point Priority Action Plan:

1. Establish support for statewide coordination, and identify points of contact within each state for each of the stakeholders;
2. Help to convene stakeholders in appropriate 911 regions in order to facilitate more comprehensive, coordinated implementations;
3. Examine cost recovery/funding issues at the state level to determine what is available and whether it is adequate;
4. Initiate a knowledge transfer and outreach program to educate PSAPs, wireless carriers and the public;
5. Develop a coordinated deployment strategy encompassing both rural and urban areas;
6. Implement a model location program.

Implementation of the Plan has begun. A repository for all information and resources, including state implementation models, is soon becoming available through national public safety associations. Resources to help states with the six actions will become available as well.

One statewide success story is the story about Vermont. Vermont has a single statewide E-911 system incorporating wireless and wire line E-911, under

a single statewide authority, the Vermont Enhanced 911 Board. Vermont's network is entirely digital, using SS7 from End Offices to Tandems, and ISDN from Tandems to PSAPs. It was designed and built that way from the beginning in anticipation of wireless E-911. Six wireless carriers provide service in Vermont. All have implemented Phase I. Three have implemented Phase II. Two of the remaining three will implement Phase II within the next coming weeks. The deployment was relatively painless in this particular case. Some of the variables that helped in this case include the carriers having one point of contact, in this case, the State office, and didn't have to interface with the nine PSAPs, and the minor CPE upgrades that were needed had already been made.

One statewide frustration story includes that from California. Their hindrance in deploying wireless E9-1-1 has been in getting the right expertise from the right entity – be it the Local Exchange Carrier (LEC), 3rd-part data base providers, Wireless Service Providers (WSP's) or the PSAPs. Getting everyone to agree on what the issues are and who is responsible for resolving them within a “reasonable” timeframe has also been an issue. LECs are slow to file appropriate tariffs that would allow the project to move ahead with implementation. One would file, yet the other lags behind. Progress in this particular case becomes tedious versus a “success story”. Another example of “we all go, or we don't get there.”

APCO, NENA, NASNA, (there is never a shortage of acronyms in government work), the list goes on and on showcasing the associations comprised of people who care and who get the job done. I sit on APCO

International's Homeland Security Task Force. Their White Paper and top priorities for 9-1-1 and the Public Safety industry include: Radio Spectrum; Interoperability; Planning; Survivability & Redundancy; Security and Personnel & Training. *All* facets of the 9-1-1 Center.

This is just the beginning of a process that will be ongoing for some years as we all do our part in ramping up our nation's Homeland Security.

Where Do We Go From Here?

The State of Montana is required to take a leadership role with regard to planning for public safety communications systems used by state, local and federal entities in Montana. Implementing standards and interoperable systems are objectives that need to be met, as well as integrating radio, 9-1-1, and GIS technologies for improved emergency response for the public. Montana, and the nation are challenged to prepare for the impacts of a dramatically changing communications environment. By partnering with state, federal and local public safety and implementing advanced communications technologies, the state has a unique opportunity to not only prepare for the future, but make significant improvements in public safety communications as well.

The public expects and demands high quality 9-1-1 service. They expect that no matter where they are, the 9-1-1 system is going to work, is going to produce consistent results when they call for assistance, and will obtain the desired response to urgent situations. They expect that the 9-1-1 system will

work essentially the same way whether they are calling from their home, their business or their car. I do too.

Two weeks ago, Senator Burns addressed the Joint Session of the House and Senate in the State of Montana. He invited me to sit on the House floor and spoke about people taking care of business in Montana. People doing their job every day, 24 hours a day, seamlessly, quietly, below the fold. Then he introduced me as one of the ordinary Montanans, doing extraordinary things. My Grandfather from Oslo, Norway probably smiled, as did my dad in Detroit and my public safety colleagues in California. I am proud to stand among the hard-working citizens of this State and take care of business in this last best place. We'll occasionally peer above the fold and speak to you about our needs, advocating for our bottom line, all in the name of getting the job done.

The State of Montana does not need nor wish to replicate New York, but asks for equal access to the basic systems that are in place for public safety in America. The Public Safety Services Office, in collaboration with local stakeholders, public and private industry, and with your help, will get the job done. I give you my word.

I thank you for your time, your commitment to “doing the right thing” and your support of the public safety community, the *first* first responders, the 9-1-1 industry.