

MEMORANDUM

TO: BRUCE REED, ELENA KAGAN
FROM: TOM FREEDMAN, MARY L. SMITH
RE: CELLULAR 911
DATE: JUNE 23, 1997

SUMMARY

Each day more than 59,000 call are made to 911 or other emergency numbers by wireless or cellular phone numbers. The FCC has recently enacted a rule that would permit local public safety officers to determine the phone number and the location of a wireless 911 caller. Even with the new FCC rules, however, local and community support is needed to develop the technical and administrative infrastructure for a national wireless 911 system, namely, in the areas of (1) local public safety officers being equipped to interpret and utilize the geographic location of the call; (2) local communities establishing a cost recovery mechanism in place to reimburse the carrier for the cost of the call; and (3) communities enacting any necessary legislation for the cost-recovery system. We recommend a Presidential endorsement of the FCC rule in order to mobilize local communities to support this effort.

STATISTICS

- There are 44 million cellular phone subscribers nationwide.
- In 1996, there were 21,659,967 emergency wireless calls placed in the United States. This breaks down to: 1,804,997 calls per month; 59,180 per day; 2,466 per hour, and 41 per minute. (CTIA National Survey)
- In another survey conducted by Peter Hart & Associates, in 1996, 35% of wireless customers have used their phones in emergency situations. 10% report that they have used their phones to help other people in emergencies.

BACKGROUND

This year, the National Highway Traffic Safety Administration (NHTSA), the Federal Communications Commission (FCC), and the Cellular Telecommunications Industry Association (CTIA) agreed to support a single emergency number for cellular or wireless phones that is similar to the 911 system in place for conventional phones. This public-private partnership will help to solve the following problems:

- (1) **Location Technology:** From most home or business phones, once a caller dials 911, the dispatcher automatically receives the address of the call. This service is

called Enhanced 911 or E-911. With wireless phones, however, emergency dispatchers must currently rely on the caller's street directions.

- (2) **Cost Recovery:** Local support is needed to develop the technical and administrative infrastructure to implement E-911. Local health, medical, and public safety professionals can mobilize the affected community organizations and support the enactment of local legislation or administrative rules that might be necessary to create the cost-recovery system which will reimburse the carrier for the cost of the service.

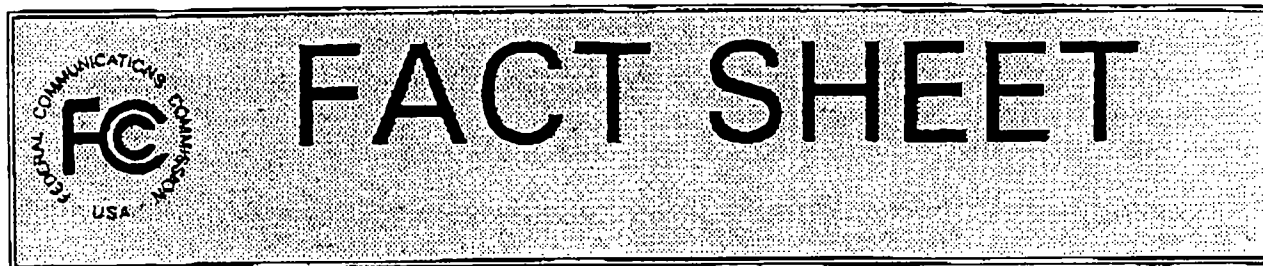
RECENTLY ENACTED FCC RULES

On May 21, 1997, the FCC, NHTSA, and CTIA met in Washington, D.C. to discuss recent Federal regulations that will pave the way for wireless E-911 and to rally local support for implementing the rules across the country. The recently-enacted FCC rules require that local wireless telephone carriers be capable of locating the origin of wireless 911 calls and transmitting that information along with the call to the designated public safety answering point (dispatch center) by the year 2001. However, the FCC will only require wireless carriers to provide this service if (1) the public safety answering points are ready to interpret and utilize the geographic location; and (2) they have a cost recovery mechanism in place to reimburse the carrier for the cost of the service.

RECOMMENDATION

- Provide White House support for the effort of the FCC and NHTSA to implement the wireless 911 initiative in order to rally the necessary community action.

FEDERAL COMMUNICATIONS COMMISSION



August 1996

FCC ACTS TO IMPROVE MOBILE 911 SERVICE

The Federal Communications Commission has taken steps to improve the quality and reliability of 911 emergency phone service to users of wireless phones.

Each day Americans make 260,000 calls to 911 for help from a regular, wire line telephone -- more than 95 million calls a year. Almost 18 million wireless calls were made to 911 and other public service numbers in 1994 by cellular users and that number is growing rapidly. There are more than 33 million cellular subscribers and nearly 10 million new subscribers were added in 1995.

The new rules adopted in the Commission Order will become effective October 1, 1996. These rules will apply to all cellular licensees, broadband Personal Communications Service (PCS) licensees, and certain Specialized Mobile Radio (SMR) licensees where the local jurisdiction is capable of utilizing these services.

Regarding basic 911 services, by October 1, 1997, 911 callers using wireless mobile phones with a Mobile Identification Number or its functional equivalent (MIN), a unique number derived from the telephone number, will be able to call 911 and talk to the public safety personnel at the appropriate Public Safety Answering Point (PSAP), without any validation process by the wireless service provider.

*Mobile
Identification
Number*

Under the new rules, both in home area and roaming area, wireless 911 calls will be processed without the need for a credit card or other verification process which can delay critical response time in emergency situations. In the case of 911 calls from a mobile phone without a MIN, such as non-activated phones, these 911 calls will be connected to a PSAP only if the PSAP previously requested to receive such calls from the carrier.

*Non
MIN
phones*

Also, the new rules will bring wireless enhanced 911 (E911) service similar to wireline E911 services. Wireline E911 service provides the public safety officer with the phone number and the exact location of the caller. By April, 1998, wireless 911 enhancements will (1) allow the public safety office to call back the 911 caller in case of a disconnect and (2) tell the public safety office the location of the cell receiving the call, making it somewhat easier to track the location of the caller.

Within five years, or by the fall of the year 2001, these wireless providers will be able to pinpoint the location of a 911 caller to an area within 388 feet of the call, about the length of a football field, end zone to end zone. These changes will be required only where the PSAP Administrator requests the changes and is able to use the information, and there is a cost recovery mechanism in place.

This timetable best serves the public interest by achieving the Commission's commitment to making sure that this important public safety communications service, with the required enhancements, is made widely available to users of wireless services.

WHAT IS THE COMMISSION'S TIMETABLE FOR THE ADDITION OF ENHANCED 911 SERVICES BY WIRELESS PROVIDERS?

By April, 1998, cellular, broadband PCS, and geographic area Specialized Mobile Radio carriers must provide the first stage of enhanced 911 services, like the telephone number of the caller. By the fall of 2001, they must provide a call location within 388 feet of the caller.

WHAT ABOUT CALLERS WHO ARE HEARING OR SPEECH IMPAIRED?

TTY devices should be available to assist hearing and speech impaired 911 callers who use wireless services as a matter of safety and security within one year.

SHOULD CELLULAR AND OTHER MOBILE CALLERS WHO ARE NOT SUBSCRIBERS TO A SERVICE BE PERMITTED TO MAKE 911 CALLS?

The new rules will permit the PSAP Administrators to decide whether calls from phones without a MIN will be transmitted. The Commission feels that the PSAP Administrators are in the best position to weigh the benefits of allowing everyone to make a 911 call against the disadvantages of hoax calls that may result. By October 1, 1997, wireless providers must transmit to the appropriate PSAP all 911 calls from phones with MINs, without any delay for validation or credit check.

WHICH WIRELESS SERVICE PROVIDERS WILL BE REQUIRED TO PROVIDE ENHANCED 911?

All cellular, broadband Personal Communication Services and geographic area Specialized Mobile Radio are required to provide both basic and enhanced 911. Enhanced 911 features, however, are required only where a PSAP administrator requests enhanced features, has the ability to receive the information, and cost recovery mechanism is in place.

Sample Newsletter Article

Please publish this article ASAP in your association newsletter

Call to Action:

You Can Help Expand the Nation's Emergency Medical Safety Net

It's a rainy evening and you're driving down an unfamiliar county road, looking for that shortcut to the Interstate. You come over a hill and find a car sideways in the road, smashed from the front and side. Broken glass is everywhere and the driver is slumped over the wheel. Thank goodness you've got your cell phone with you.

If you are one of the 47 million Americans that carry a mobile or wireless phone in your pocket or car, you've probably felt the added sense of security, knowing that you're never alone. Every day 59,000 emergency calls are made on wireless (cell) phones. They can be a life saver.

But wait, you call 9-1-1 and the first thing the dispatcher says is, "Where are you exactly?" "Where am I? Well, I think I'm on Rural Route 4, a couple of miles from... Wait! I turned off Route 4. I think I'm on River Road. There's a creek and..."

Have you ever thought about how the emergency personnel would find you? From most home or business phones in the nation, once a caller dials 9-1-1 the dispatcher automatically receives the address of the call. So, even if the call is disconnected or the caller is unable to describe where he or she is, the emergency responder can be on their way. This service is called Enhanced 9-1-1, or E9-1-1.

But this isn't the case with your wireless

phone. When you dial 9-1-1 from your car or pocket phone, emergency dispatchers must rely on your street directions to find you. With 47 million wireless phones now in use - and nearly 100 million expected by the year 2000 - implementing enhanced or E9-1-1 for wireless phones is obviously a high priority for the safety of your community.

On May 21, national leaders in emergency communication gathered in Washington D.C. to discuss recent Federal regulations that will pave the way for wireless E9-1-1, and to rally local support for implementing the rules across the country. Officials from The National Highway Traffic Safety Administration (NHTSA) and the Federal Communications Commission (FCC) invited representatives from national health, medical and public safety organizations to be briefed on details of the new rules and to learn how their local members can facilitate implementation of wireless E9-1-1 in their communities.

The recently-enacted FCC rules require that local wireless telephone carriers be capable of locating the origin of wireless 9-1-1 calls and transmitting that information along with the call to the designated public safety answering point (dispatch center) - by the year 2001. However, there is one big caveat in the rules. The FCC will only require wireless carriers to provide this service if the public safety answering points are ready to

Public safety
ANSWERING
POINT

Enhanced
911

interpret and utilize the geographic location - and if they have a cost recovery mechanism in place to reimburse the carrier for the cost of the service.

At the May 21 meeting, NHTSA and the FCC stressed that local support is needed to develop the technical and administrative infrastructure that the community dispatch centers will need to have in place by 2001. Local health, medical and public safety professionals can lend a hand in bringing the affected community organizations together, and in enacting the local legislation or administrative rule that might be necessary to create the cost-recovery mechanism.

The two major emergency communications associations, the National Emergency Number Association (NENA) and the Association of Public-Safety Communications Officials-International (APCO), and the Cellular Telecommunications Industry Association (CTIA) have also joined in support of rapid implementation of wireless E9-1-1. Officials from NENA, APCO and CTIA announced at the May 21 meeting that they will serve as state and local focal points for these implementation efforts. Health and safety professionals are urged to contact their state chapter of NENA or APCO or their local CTIA member to learn what needs to be done in their community and how they can help.

NHTSA and FCC officials also explained that two interim deadlines are included in the FCC rules. Under the new FCC rules a basic level of wireless 9-1-1 service, without caller location, will be required by October, 1997. This service does not require development of a cost recovery mechanism.

October
1997

A second interim requirement, in place by April 1998, will require that wireless carriers be capable of providing the public safety answering point with the telephone number of wireless 9-1-1 callers and the location of the cell site in which the call originated. This will enable the dispatchers to return the phone call, should the caller be cut off. It will also enable the dispatcher to locate emergency callers within the coverage area of a single cell site, making it somewhat easier to track the location of the caller. The final requirement, effective October 1, 2001, requires that the location of emergency callers be identified within a radius of 125 meters (410 feet).

For further information on wireless E9-1-1 and how you can help implement this service in your community, contact the national office of NENA at (614) 622-8911, or APCO at (904) 322-2500. To identify your local wireless carrier, visit the CTIA World Wide Web site (<http://www.wow-com.com>).

Steps to Wireless 9-1-1

Full implementation of wireless 9-1-1 with automatic caller location will result in quicker emergency response and lives saved. Follow these steps to expand your community's emergency medical safety net.



- ☐ Contact your state chapter of NENA (National Emergency Number Association) or APCO (Association of Public-Safety Communications Officials-International) and your wireless carriers. Ask what needs to be done locally to implement wireless E9-1-1 (9-1-1 with automatic caller location) and how you can help.
- ☐ Find your local 9-1-1 dispatch centers (Public Safety Answering Points or PSAPs). Make sure they are aware of the FCC rule and of their need to prepare for wireless E9-1-1.
- ☐ Establish a coalition of local groups and individuals in support of wireless E9-1-1.
- ☐ Call a meeting of all interested parties to develop a plan for implementing wireless E9-1-1 in your community, including development of a cost recovery mechanism.
- ☐ Questions? Call NENA or APCO state or national offices or the CTIA (Cellular Telecommunications Industry Association).

The Road to Better Emergency Access By the Year 2001

Today, only about 10% of the population is covered by enhanced 9-1-1 wireless system (automatic caller location). 47 million wireless phones in service — few with enhanced wireless 9-1-1 service.

Action...

National health, medical and public safety organizations join with Public Safety Answering Points and wireless carriers to prepare for enhanced wireless 9-1-1 capability.

Action...

Local advocates help enact state or local legislation or administrative rules needed to establish cost recovery mechanisms for enhanced wireless 9-1-1 service.

Opportunity

FCC has paved the way for enhanced wireless 9-1-1. The new FCC rules require wireless carriers to provide enhanced wireless 9-1-1 service if dispatch centers (public safety answering points) have the necessary technology to utilize the location information and have a cost recovery mechanism in place to finance the service.

Action...

Public Safety Answering Points and wireless carriers work together to deploy the technology needed for enhanced wireless 9-1-1 service.

Goal...

By the year 2001, nearly 100 million wireless phones will be in service, all covered by enhanced 9-1-1 service, dramatically improving emergency access and expanding the nation's emergency medical safety net.

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TO: BRUCE REED, ELENA KAGAN

FROM: TOM FREEDMAN, MARY L. SMITH

RE: CELLULAR 911

DATE: JUNE 30, 1997

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