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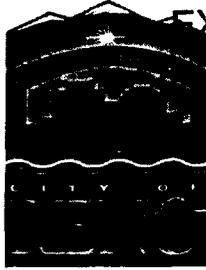
Doc 94-102

Jerry L. Hoover
Chief of Police

Reno Police Department

Lt. Jim D. Ballard
Communications Director

James F. Johns
Deputy Chief of Police
Communications Commander



EX PARTE OR LATE FILED

Toni Giles
Administrative Supervisor

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June 4, 2001

Chairman Michael Powell
Commissioners Kathleen Abernathy, Michael Capps, Kevin Martin
Federal Communications Commission
445 12th Street, S.W.
Washington, D C 20554

RECEIVED

JUL 30 2001

FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

Re: Recommendations for consideration/adoption by the F.C.C. to reduce unintentionally dialed 9-1-1 mobile calls.

Dear Commissioners:

The intent of this correspondence is to request the following recommendations be considered for adoption by the Federal Communications Commission in an effort to reduce and eliminate the inordinate number of unintentional cellular/mobile calls received every day by our nations 9-1-1 centers.

The tremendous volume of unintentional wireless 9-1-1 calls is a serious and significant problem that will affect the manner in which our emergency centers handle 9-1-1 calls. The volume is so great that it will be necessary for emergency service providers (police, fire, EMT) to adopt new policies in order to prioritize which incoming mobile calls receive emergency services, and which ones will not.

Today, the majority of law enforcement agencies in America actually respond to "9-1-1 hang ups" by sending police officers to the caller's address. With the number of known false unintentionally dialed 9-1-1 calls from mobile phones, you can see that it will be physically impossible to adequately handle, either by calling the number back, or by sending police/fire personnel to every incoming 9-1-1 mobile call.

Emergency 9-1-1 centers will be faced with the high probability of mishandling a real emergency, because we will have to pick and choose which calls "sound" like an emergency. Another unintended consequence is how this will dramatically increase the workload on our already overworked personnel, possibly causing additional errors that would have otherwise not occurred. Based on data we have obtained, the Reno Police Department estimates we would have to call back a minimum of 70,000 additional calls a year from our center, a task that would be expected of us by the public, but one which we could not achieve.

Currently, our Center, and many others across the country, do not have the ability to "call back" mobile phones since the "caller I.D." information isn't available. As you are keenly aware, Phase One is supposed to provide us that information. We support legislation to implement Phase One and Two, however, we must achieve a significant reduction, and ultimate elimination of unintentionally dialed mobile calls. Otherwise, Phase One and Two legislation will be of no help in making our 9-1-1 centers more efficient, and will certainly not make the public safer, which is the goal in the first place.

Many law enforcement agencies are currently struggling with the question as to how to best address this issue. We know of at least one large law enforcement agency who tried sending incoming mobile 9-1-1 calls to a "phone tree," in order to "screen out" the unintentionally dialed 9-1-1 calls due to the overwhelming volume. This system required the caller to "press any button now" before it would allow the call to be processed as a 9-1-1 call. This system is no longer in use by that agency for various reasons, but illustrates what 9-1-1 Centers are faced with due to the number of false calls.

This is the type of option we will be forced to consider IF we don't take immediate action to reduce the number of unintentionally dialed mobile 9-1-1 calls. Another option that will have to be considered is simply not sending emergency resources to mobile 9-1-1 emergency calls, unless it can be confirmed as a "call for help." You can see that none of these options are desirable, and again, this is why we stress it is essential to immediately require action by the wireless industry who is solely responsible for these huge volumes of unintentional mobile 9-1-1 calls.

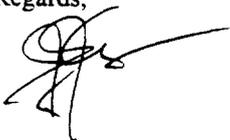
We ask that you consider adopting, in one form or another, the following recommendations:

RECOMMENDATIONS:

- *Wireless carriers to provide 9-1-1 education at the time of sale and/or when the service is opened, and include general educational material in monthly statements;**
- *There should be a section in each monthly billing dedicated to the number of 9-1-1 calls made by the users phone number. This is needed since many mobile phone users aren't even aware they made an unintentional emergency phone call, and 9-1-1 calls are not listed on monthly statements. It is reasonable to assume that users who see this on their bills will inquire further with their service provider. -**
- *Wireless carriers should be required to provide each Public Safety Answering Point (PSAP) with a monthly breakdown of all 9-1-1 calls, to include the callers phone number, contact information, and number of times that a particular phone called 9-1-1;**
- *Each wireless carrier should be assessed a "false call fee" for their failure to reduce the number of unintentional 9-1-1 calls by their subscribers. This will be incentive for companies to seriously address this important problem. The fee can be based on numbers of false calls or on percentages;**
- *The wireless manufacturers should be required to stop production of the "one touch" emergency key and deactivate those in existence. It is believed this one feature is responsible for the majority of unintentional 9-1-1 calls;**
- *Manufacture phones with exposed keypads to "auto lock" to prevent unintentional dialing;**
- *Manufacturers should be required to allow all mobile phones the ability to enter additional numbers once 9-1-1 is dialed. Some emergency centers have attempted to reduce unintentional 9-1-1 calls by sending them to a "phone tree" in order to eliminate the unintentionally dialed calls. Some phones do not allow the caller to press other keys once 9-1-1 is called and then disconnected;**
- *FCC regulations are needed to prevent new technologies from auto-forwarding calls to 9-1-1. Examples: "On Star," auto dialing 9-1-1 from ATM's, etc . . . Our centers are going through a similar path where "burglar alarms" were once automatically forwarded to 9-1-1 Centers before legislation made the practice illegal.**
- *Require wireless carriers to determine which types/styles of current phones are responsible for the majority of unintentional calls by their customers and take action to prevent unintentional calls.**
- *F.C.C. to continue implementation for wireless companies with existing Phase One and Two requirements and create a new condition which will require a 75% reduction of unintentional 9-1-1 calls by the wireless industry no later than October 2001.**

The Reno Police Department is committed to saving lives and ensuring our 9-1-1 system is operating at peak efficiency. We believe adopting these recommendations in some fashion, and entertaining additional regulations will allow our 9-1-1 centers to better serve our communities. We thank you for your time.

Best Regards,



Deputy Chief James F. Johns
Reno Police Communications Commander

cc: Chief Thomas J. Sugrue
Mr. Dan Grosh, Senior Attorney
NENA/APCO/Wireless Carriers
Senators Ensign/Reid/Representatives Gibbons/Berkley
Communications/Commerce Committees

RENO POLICE DEPARTMENT

E9-1-1 Wireless Phase One/Two Information and Media Campaign



**Jerry L. Hoover
Chief of Police**



Reno Police Department

MEMORANDUM

DATE: June 4, 2001
TO: Concerned 9-1-1- System Advocates
FROM: Jerry L. Hoover, Chief of Police 
SUBJECT: Unintentionally Dialed False 9-1-1 Mobile Calls

Enclosed you will find educational information and a video explaining the problems associated with the inordinate number of false 9-1-1 mobile calls received by the Reno Police Department. According to information we have received, many 9-1-1 centers across the nation are operating under similar conditions.

This educational material is meant to provide you with a better understanding of what the impacts of Phase One and Phase Two will be when they are fully operational .

The Reno Police Department believes greater emphasis is needed to immediately reduce the number of unintentional mobile 9-1-1 calls before Phase One and Two become a reality. We also believe the wireless industry is responsible for the current problems and has the ability to immediately reduce these false calls if they desire to do so.

Our agency is currently engaged in problem solving efforts to identify and resolve related issues. We plan to ask representatives from NENA and APCO if they would like to participate in this endeavor.

We intend to resolve this important and significant challenge facing our 9-1-1 system. Any questions you may have regarding this issue should be directed to Deputy Chief Johns or Lieutenant Jim Ballard in our Communications Division at (775) 334-2370.

JLH/cal

Enclosure

Reno Police Department
News Media
Release

May 25, 2001

Jerry L. Hoover
Chief of Police

Reno Police Department

Lt. Jim D. Ballard
Communications Director

James F. Johns
Deputy Chief of Police
Communications Commander



Toni Giles
Administrative Supervisor

TO: Reno Area Television/Radio Stations
FROM: Reno Police Communications
RE: 9-1-1 Public Service Announcement (false cellular calls)

May 25, 2001

The Reno Police Department is requesting your assistance in airing a very important Public Service Message to our community.

We are experiencing large volumes of incoming false 9-1-1 phone calls from cellular/mobile phones.

Attached is the news release which will provide you with some background information.

The only way we can immediately reduce this problem is with the help of the media. This message needs to be played during peak listener hours as much as possible during the summer months.

We hope to see a huge decrease in the number of unintentional cellular/mobile phone calls made to 9-1-1 as a result of this educational campaign. Our next step is to ask for help from the mobile phone industry to reduce the impact of their technology on the 9-1-1 system.

We THANK YOU in advance for your assistance. Questions should be directed to Lt. Jim Ballard, Reno Police Communications Director.

Sincerely,

A handwritten signature in black ink, appearing to read "Jim Ballard", with a long horizontal line extending to the right.

Lt. Jim Ballard
334-2370



Reno Police Department

News Release



Jerry Hoover, Chief of Police

Date: For Release on Friday, May 25, 2001
Reference: Public Education Campaign - Unintentional Emergency 9-1-1 Cell Phone Calls
Released By: Deputy Chief Jim Johns
Contact Persons: Deputy Chief Jim Johns, 334-2370 or Supervisor Suzy Rogers 326-6606

The Reno Police Department is taking steps to educate the public regarding the inordinate number of unintentional false 9-1-1 calls received by our Communications Center from cellular phone users.

Statistics obtained over a 15 day period in April 2001 revealed the severity of this problem. Of all the 9-1-1 calls received by our Center, approximately 65% of the total are attributed to cellular/mobile phones. Of this 65%, an astounding 98-99% were inadvertently, unknowingly, and unintentionally dialed. Reno Police Communications receives ALL incoming 9-1-1 cellular/mobile calls from the surrounding geographic region including all of Washoe County, Sparks, Carson, Douglas County, Incline, and its not unusual for us to receive calls from Fallon, Fernley, Truckee, and other Lake Tahoe locations.

It has been our experience these unintentional 9-1-1 calls are attributed to several factors, most blatant being the failure of mobile phone users to "lock" an exposed key pad and inadvertently, and unknowingly, call 9-1-1. We believe having the "emergency one-touch key" feature activated exacerbates this problem as well.

The Reno Police Department has produced PSA'S for both television and radio in order to educate the public about this situation. We picked the Memorial Day Weekend to kickoff this educational campaign due to the traditional increase in calls for emergency services.

We are requesting the media to air these PSA'S as often as possible during peak hours.

The public can assist us by doing two simple steps:

***Lock your exposed key pad.** Many calls are made because the exposed key pad will automatically dial preprogrammed phone numbers when depressed. This will save you money as well since you aren't wasting your "minutes".

***If you don't lock your keypad, please reprogram your phone to *deactivate your one touch "emergency key"*.**

Users of cellular/mobile phones are urged to take five minutes to contact their cellular provider and learn how to use these features properly. The media is invited to visit our Center and view first hand the number of unintentional 9-1-1 mobile calls received. Copies of the PSA will be available for your stations.

Reno Police Department



Jerry L. Hoover
Chief of Police

James F. Johns
Deputy Chief of Police
Communications Commander

Lt. Jim D. Ballard
Communications Director

Toni Giles
Administrative Supervisor

Chief Thomas J. Sugrue
Mr. Dan Grosh, Senior Attorney
Federal Communications Commission
445 12th Street, S.W.
Washington, D C 20554

May 17, 2001

Re: Inordinate number of unintended false 9-1-1 mobile calls will disrupt operations in nations PSAP'S.

Dear Chief Sugrue,

As the Communications Commander for the City of Reno, we are gravely concerned about the inordinate number of unintentional false 9-1-1 calls received by our center via mobile phones. In fact, this same problem exists in every jurisdiction throughout the nation, and can reasonably be expected to greatly increase due the sales of mobile phones.

Unless swift action is taken to quickly reduce and eliminate these unintentional 9-1-1 calls, our nation's 9-1-1 centers may be overwhelmed with the task of returning these false calls in order to determine whether or not a real emergency exists. This task will impact our ability to handle the volume of other incoming 9-1-1 calls, which, of course, may be actual calls for emergency assistance. Also, these unintentional false mobile 9-1-1 calls will impact the service levels of police and fire agencies, since in many cases, these resources will have to be dispatched to determine the nature of the "emergency", if one exists at all.

To give you an idea of the number of excessive mobile calls received by our center, we estimate that about 65% of all incoming 9-1-1 phone calls are from mobile devices. Additionally, the rate of "false" or "unintentional" calls runs approximately 98-99%. These statistics are based on a hand count over a 15 day period in April 2001. This figure is absolutely astounding and will quickly make Phase One/Two the bane of our 9-1-1 industry.

In our judgement, this matter has NOT received the necessary attention it deserves, and sufficient steps have not been undertaken to decrease these unintentional calls by users of mobile phones or the industry itself. To our knowledge, the FCC has not adopted any measures to request or force compliance by the mobile phone industry to reduce these numbers, and there is no reason to believe the industry will take action on its own.

We request that the Bureau's Policy Division make the reduction and elimination of unintentional 9-1-1 mobile calls a top priority with the simultaneous implementation efforts of Phase One and Phase Two. There must be meaningful steps taken, and appropriate language added to FCC regulations that will ensure our nations 9-1-1 centers are able to meet their mission of providing efficient 9-1-1 services to our citizens. We look forward to working with the FCC in the future.

Sincerely,

A handwritten signature in black ink, appearing to be 'Jim Johns', written over a printed name.

Jim Johns
Deputy Chief of Police

CC: Washoe County, Nevada 9-1-1 Advisory Board
Penny Rogers, Nevada NENA President
Norm Forshee, National NENA President
Brent Lee, Nevada APCO President
Lyle Gallagher, National APCO President
Federal Communications Commissioners

Reno Police Department
Correspondence to the
Reno Area
Wireless Carriers

Dated
May 10, 2001

Jerry L. Hoover
Chief of Police

Reno Police Department

Lt. Jim D. Ballard
Communications Director

James F. Johns
Deputy Chief of Police
Communications Commander

Toni Giles
Administrative Supervisor



To: Reno/Sparks/Washoe County Area Wireless Carriers

May 10, 2001

From: Reno Police Department Communications Division

Re: Wireless Incoming Unintentional 9-1-1 Calls

As you know, the Reno Police Communications Center handles all incoming wireless 9-1-1 calls for this region. Our Center continues to receive an inordinate number of unintentional wireless 9-1-1 calls from your customers, which adds to our already heavy workload.

It has been our experience these unintentional 9-1-1 calls are attributed to several factors, most blatant being the failure of your customers to "lock" the exposed key pad and inadvertently, and unknowingly, call 9-1-1. We suspect having the "emergency 9 key" feature activated exacerbates this problem as well.

It is absolutely imperative that your Company take immediate action towards reducing, and totally eliminating, the large number of unintentional mobile 9-1-1 calls to our Center from your customers. Every day we receive hundreds of unintentional 9-1-1 mobile calls in which our telecommunications personnel listen to citizens singing along with the radio, or having conversations, presumably in their cars. At other times, we hear children playing with the mobile phone, or voices talking to each other before being disconnected.

At this time, we do NOT receive "caller I.D." information, once that becomes a reality, our Center will be inundated with the task of returning these calls to ensure that an "emergency situation" isn't occurring. Based on our experience and statistical data, 99% of incoming 9-1-1 mobile calls are erroneous. These added unintentional calls delay the processing of other true emergency requests for assistance.

In our judgement, it is essential for your Company to take immediate action to inform your customers of this overwhelming problem. A substantial reduction of the number of unintentional 9-1-1 mobile calls received by our Center is essential for the success of our public safety mission, and to allow us to continue to prepare for full implementation of Phase One and Phase two.

We are interested in meeting with your company individually or collectively, and **desire to immediately implement the geographic routing of 9-1-1 mobile calls to the appropriate area PSAP's**. We are also requesting data from your company on the number of 9-1-1 calls made to our Center. Statistics from 1999, 2000, and year-to-date 2001 will verify our concerns. Additionally, we have several suggestions we hope your company can utilize to reduce, and ultimately eliminate unintentional 9-1-1 mobile calls. We look forward to meeting with you soon.

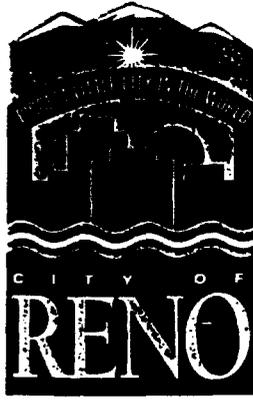
Best Regards,

A handwritten signature in black ink, appearing to read "James F. Johns". The signature is stylized and written over a white background.

Deputy Chief James F. Johns
Reno Police Communications Commander

Open Letter to the Editor
by Lt. Jim Ballard

Dated
May 04, 2001



DATE: May 4, 2001
TO: 9-1-1 Dispatch Magazine
RE: Letter to the Editor -
Looming Phase One/Two Wireless Crisis

There is one story I haven't heard too much about and I know Reno P.D. can't be the only Communications Center in America who is wondering just how we (as an industry) are going to handle the problems associated with the implementation of Phase One and Two.

I am specifically referring to the astronomical number of false 9-1-1 calls made inadvertently, and unknowingly, by cellular phone users to our (and your) Centers. We have worked hard to gather supportable data, and at this point, the statistics show that approximately 65 percent of all incoming 9-1-1 calls (to our Center) are from cellular phones. *Of those 65 percent, 98-99 percent are UNFOUNDED!*

Our Center, like many others, do not currently have the ability to make "call backs" when the call is made from a cellular phone, obviously, because we don't get the number at this time - PHASE ONE will fix that, and just stand by for Phase Two.

When we do get caller I.D. information for cellular phones (ANI), no big deal, we will just call back the approximately 300-500 additional 9-1-1 hang-ups everyday, which of course doesn't include residential, business, and pay phone hang-ups, to see if everything is "okay".

I'm sure like our Communications Center, your "overstaffed" (ha-ha) Center has lots of extra time to make these call backs, and several times too, since I suspect we will have to try many times before we can actually determine IF an emergency exists. Oh, by the way, be careful not to make a mistake when doing the call-back, because if anything bad happens, it will be "your fault" (sound familiar?).

But wait, there's more: When Phase Two arrives, we will be able to follow little dots around on even more computer screens (like we have room for another screen to look at) displaying all those false 9-1-1 cellular calls. We can then do a "broadcast" to all police and fire units to "be on the lookout for a possible emergency in the area of..." I don't know about you, but I know my personnel can't wait.

I'm relatively new to the "Communications" business, but have been in law enforcement for 23 years, the last 9 years as a Lieutenant, and the last 1 1/2 years in "Dispatch". It is obvious that technology has the ability to do some good things, however, *we need to be certain that the same technology we are attempting to make people safer with, doesn't do the exact opposite. Phase One and Two will, without a doubt, flood our already over-worked, over-stressed, understaffed, and underpaid personnel, and all of us will be lucky to attract anyone to this line of work, let alone being able to retain our current employees.*

Limited writing space prohibits additional comment on other great ideas like putting "9-1-1 buttons on every ATM machine in town". No really, I'm sure you received the same letter I did. These same dispatchers can monitor video and audio at all ATM's and give updates to responding police units in

their spare time. I can't wait for "On Star" to figure out how it can automatically forward their calls to the appropriate PSAP's, I'm sure that technology already exists too.

I'm not suggesting that we don't need "ANI and ALI" for cellular (mobile) phones, we do. However, what NENA and APCO ought to be focusing their efforts on is:

- *Limiting the impact of this technology, and other new advances, on our Centers by taking immediate steps to reduce the large numbers of false 9-1-1 calls through legislation;*
- *Ensuring the companies take steps to prevent accidental 9-1-1 calls by covering key pads, providing "auto lock pads", or redesigning their phones altogether;*
- *Remove and ban the one touch "9-1-1 button";*
- *Companies required to provide education specific to 9-1-1 when a phone is purchased;*
- *Companies required to include a separate page showing the number of calls made to 9-1-1 in each bill from that specific phone number through legislation;*
- *Companies to keep track of callers who appear to be "abusers" making false 9-1-1 calls, and send out additional information to prevent them from reoccurring and charge extra;*
- *ALL COSTS are the responsibility of every cellular/mobile phone company and user without involving any State or Local Governments to provide ANI/ALI through legislation.*

This is just a start, it's the phone companies who are selling this product to consumers as a "safety device" and making great money doing so. Shouldn't they be the ones responsible for selling an item that works and doesn't overwhelm our already stressed 9-1-1 system? Just a thought.

Let me state without ambiguity, we too, are dedicated to saving lives and want nothing less than a working system in place to ensure anyone calling 9-1-1 will get immediate emergency assistance. Yes, we want to be able to quickly locate someone in need, this letter isn't about NOT wanting to save lives. It's about doing the right thing in the right way. I want someone to expeditiously answer my family's 9-1-1 call for help, what I do NOT want is the telecommunicator chasing false 9-1-1 cellular phone calls to the detriment of real emergencies because someone hit the wrong button!

So, what are we doing to address the issues? We've created a problem solving work group to identify all the unintended consequences of this legislation. We are preparing public safety ads (PSA's), we are appearing on local television, we are working with our local service provider to investigate how we can reduce the number of false 9-1-1 cellular calls, we are in the process of contacting ALL area mobile phone carriers requesting their voluntary assistance to reduce this problem. We are working hard at recruiting, testing, and retaining employees. We support increased pay and similar benefits for our "dispatchers" that law enforcement and firefighters enjoy. We are reducing the non-essential "traditional" duties our dispatchers used to perform. We aren't just sounding an alarm without taking positive steps to reduce the expected and tremendously increased workload on the 9-1-1 system due to Phase One/Two.

In the meantime, NENA and APCO are busy touting Phase One and Two, evidently without clearly understanding all the **practical consequences** on our Nations 9-1-1 Centers, or the law enforcement agencies who will have to respond to the increased number of calls for service. Still, after all these years of attempting to move to "Phase One and Two", many serious questions remain. I have only one question: "Who is going to be there to answer 9-1-1 when we have no employees willing to do this job?"

Lt. Jim Ballard, Reno Police Communications Director, 775-334-2370
ballard@ci.reno.nv.us



Other Related News Coverage

Dated

December 12, 2000

February 22, 2001

would cut down on the number of unnecessary calls.

Richardson: "We've even had people tell us they couldn't get through on 911 because it was busy."

Luckily, APD has a tracking system and is able to trace a cell phone call within a hundred yards, but that doesn't always help if there is no caller on the line to pin point the location.

HUMOROUS CALLS

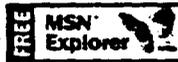
Most of the calls that 9-1-1 operators get are of a serious nature, but every now and then dispatchers get a humorous call. They told us some of the funny pleas for help they've heard over the years.

- "And she goes, "Yes, my water broke and I'm a tax payer, I'm a citizen, I have property here in Amarillo and I need you out here!" So after further investigation, they found out her waterbed bladder broke."
- "She wanted officers to come out and make him come in and take a bath so he could go to bed and go to school the next morning."

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San Antonio, TX

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911 Nuisance: A Pressing Problem

San Antonio, TX, Feb. 22 - 9-1-1. Three numbers that could save your life. But not if the lines are tied up. The operators at the other end of your 911 calls are facing a little emergency of their own right now. They're forced to answer thousands of accidental emergency calls, tying up phone lines and valuable resources in the process. The good news, as News 4 San Antonio discovered, is that you can do something about it.

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"San Antonio 911, what's your emergency?"

Emergency dispatchers say that line hundreds of times every day. San Antonio Police Department's 911 Call Center is where your desperate cries for help are answered. But in the 18 years that Rose Araujo-Murray has worked here, she's also handled thousands of calls she shouldn't have had to.

"I'm kind of dumbfounded by some of the calls I get sometimes," she says.

Callers wanting weather reports, for example, or ordering pizza. Or even callers thinking that 9-1-1 is 4-1-1. The results are conversations such as this:

"I was wondering where I could find him or get his telephone number," asks a caller.

"I have no idea who HE is," replies a frustrated dispatcher.

"Those (calls) are quite annoying," chuckles Araujo-Murray. Her supervisor says the calls are more than just annoying.

"What they're doing is tying up the line," explains Terry

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"What they're doing is tying up the line," explains Terry Ayala, Communications Supervisor for the San Antonio Police Department, "they prevent us from handling an emergency situation."

But while operators have long been frustrated by frivolous calls, they are now facing a new breed of 9-1-1 nuisance. And believe it or not, you could be the culprit.

Cellular phones, with their pre-programmed 9-1-1 features, are responsible for hundreds of accidental calls everyday. A caller may sit on their wireless phone and inadvertently press the automatic button. The phone instantly dials 911, and the caller never realizes it.

Some of the 911 tapes we requested from Bexar County went like this:

"Hello, Bexar County 911? Hello? What's your emergency? Hello?! They can't hear me. I don't even think they know the phone is on."

The frustrated dispatcher hangs up. But because operators are required to verify that everything is okay with the caller, they literally spend countless minutes trying to call back. It truly is a serious problem, nationwide, and it's only getting bigger, thanks to the popularity of cell phones.

So what can you do?

Well, disabling the automatic 911 feature is fairly simple. A cellular salesperson disabled our cell phones in a matter of seconds.

"So that way," she explained, "when you have it in your purse, or in your pocket, if a key hits the #9, it's off, so it won't do it for you."

Different brands of cell phones have different features, of course, so consult your user's manual to disable your 911 feature. Cell phone manufacturers say they are aware of the problem and are promising that future phones will not have the emergency button programmed as a 'default' feature. But until then, it's up to you to make sure you're not tying up those valuable emergency phone lines.

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Federal
Communications
Commission

Wireless Enhanced 9-1-1
Information

“fcc.gov”

WIRELESS 911

Wireless Enhanced 911

In a series of orders since 1996, the Commission has sought to promote public safety by requiring wireless carriers and manufacturers to implement Basic and Enhanced 911 (E911) service. The Commission's rules require that cellular, PCS, and ESMR carriers identify the location of 911 callers.

The current rules set the following schedule for wireless E911:

Phase I: As of April 1, 1998, covered carriers were to provide automatic number identification (ANI) and cell site information for 911 calls to the public safety answering point (PSAP), if the PSAP is able to use the information and requested the service with six months' notice.

Phase II:

- **Handset-based ALI Technology:** Wireless carriers who employ a Phase II location technology that requires new, modified or upgraded handsets (such as GPS-based technology) may phase-in deployment of Phase II subject to the following requirements:
 - Without respect to any PSAP request for Phase II deployment, the carrier shall:
 1. Begin selling and activating ALI-capable handsets no later than October 1, 2001;
 2. Ensure that at least 25 percent of all new handsets activated are ALI-capable no later than December 31, 2001;
 3. Ensure that at least 50 percent of all new handsets activated are ALI-capable no later than June 30, 2002; and
 4. Ensure that 100 percent of all new digital handset activated are ALI-capable no later than December 31, 2002 and thereafter.
 5. By December 31, 2005, achieve 95 percent penetration of ALI-capable handsets among its subscribers.
 - Once a PSAP request is received, the carrier shall, in the area served by the PSAP, within 6 months or by October 1, 2001, whichever is later:

1. Install any hardware and/or software in the CMRS network and/or other fixed infrastructure, as needed, to enable the provision of Phase II E911 service; and
 2. Begin delivering Phase II E911 service to the PSAP.
- **Network-Based Solution:** Carriers employing network-based location technologies must deploy Phase II to 50 percent of callers within 6 months of a PSAP request and to 100 percent of callers within 18 months of such a request.
 - **ALI Accuracy Standards:** The FCC adopted the following revised standards for Phase II location accuracy and reliability:
 - For network-based solutions: 100 meters for 67 percent of calls, 300 meters for 95 percent of calls;
 - For Handset-based solutions: 50 meters for 67 percent of calls, 150 meters for 95 percent of calls.
 - **Verification and Testing of Phase II Location Accuracy:** In an October 8, 1999 Public Notice, OET sought comment on methods for verifying compliance of location systems with the Commission's Phase II accuracy and reliability standards. On April 12, 2000, OET issued Bulletin No. 71, providing guidelines for testing and verifying the accuracy of wireless E911 location systems.
 - **ALI Implementation Plan Report:** The FCC requires wireless carriers to report their plans for implementing E911 Phase II, including the technology they plan to use to provide caller location, by November 9, 2000. This report shall provide information to permit planning for Phase II implementation by public safety organizations, equipment manufacturers, local exchange carriers, and the FCC, in order to support Phase II deployment by October 1, 2001.
 - **Conditions for E911 Services:** In November 1999, the FCC revised its E911 rules regarding conditions for E911 services. Under the revised rules, the Phase I and the Phase II E911 requirements are applicable to covered carriers only if the administrator of the designated PSAP has requested the services and is capable of receiving and utilizing the data elements associated with the service. The FCC clarified that there is no prerequisite that a cost recovery mechanism for carriers be in place, but that the PSAP must have the means of covering its costs of receiving and utilizing the E911 information.

Therefore, as modified, the carrier's E911 service obligation is triggered when the carrier receives a valid request from a PSAP that is capable of receiving and utilizing the data elements associated with the service, and a mechanism for recovering the PSAP's cost of the E911 service is in place. The FCC does not mandate any specific State action nor does it define the nature and extent of any funding mechanism or

other approach that may achieve the necessary technology and service capabilities that enable the PSAP to make a valid service request.

911 Call Processing Procedures

- Effective February 13, 2000, all mobile phones capable of operating in an analog mode, including dual-mode and multi-mode handsets, must include a special, approved mode for processing 911 calls (Section 22.921 of the Rules). This mode must recognize when a 911 call is made and, at such time, override any programming as necessary to permit the call to be handled by the non-preferred analog carrier. The Commission set out general guidelines, approved three specific modes, and delegated authority to the Wireless Telecommunications Bureau to consider additional modes.
- The Bureau approved revised 911 call completion methods for certain multimode phones proposed by manufacturers. (Nokia, Ericsson, Motorola) The Bureau also granted waivers of the February 13, 2000 implementation date to several manufacturers. (Nokia, Ericsson, Motorola, and Samsung) QUALCOMM's petition for temporary waiver is currently pending before the Bureau. (Comment due September 25, 2000, Reply due October 2, 2000)

TTY Compatibility

- The Commission required that, as of October 1, 1997, all covered wireless carriers must be capable of transmitting 911 calls from individuals with speech or hearing disabilities through means other than mobile radio handsets, *e.g.*, through the use of TTY devices. To date, carriers operating digital wireless systems have not been able to comply with this requirement because digital systems are not able to accurately pass the Baudot-encoded audio tones produced by TTY devices.
- On December 30, 1998, The Commission adopted the TTY Waiver Order granting temporary waivers to parties who had filed waiver petitions; WTB later released a Public Notice temporarily delaying action on waiver petitions pending assessment of a solution proposed by Lucent, which was subsequently approved by the TDMA standards body. Other solutions by Nokia, Ericsson, and Motorola have also been presented to the TTY Forum. CTIA and PCIA formally presented the Forum's Technical Status Report to the Commission on December 19, 1999.
- On May 17, 2000, the Commission issued a Public Notice seeking comment on a proposed revised deadline for compliance with the rule requiring transmission of TTY 911 calls on digital wireless systems. The Commission proposed requiring compliance on or before December 31, 2000, and solicited comments on whether such a deadline would provide equipment manufacturers and carriers sufficient time to complete the tasks associated with implementing a system solution. The Public Notice also sought comment on whether the Commission should adopt additional requirements to enable it to monitor carrier progress toward compliance, the extent to which any of the solutions could impose additional inconvenience or cost on

consumers, and the suitability of certain interim solutions. Comments on these issues were due June 19, 2000, and replies were due July 19, 2000.

Other Recent Actions

- **Third Memorandum Opinion and Order, released Jan. 13, 2000:** The Commission denied a Petition for Reconsideration from Ericsson seeking additional time to comply with the rules for handsets to implement a special 911 call processing mode and a Petition from ICSA seeking, inter alia, to impose additional consumer education requirements.
- **Fourth Memorandum Opinion and Order, released September 8, 2000:** The Commission addressed petitions for reconsideration of the E911 Third Report and Order, revising Phase II rules for carriers who employ handset-based ALI technologies. As part of this reconsideration proceeding, the Commission reviewed three requests for waivers of E911 Phase rules. While the Commission denied two of three waiver requests, it granted VoiceStream a limited waiver of the E911 Phase II handset accuracy requirement.
- **VoiceStream Waiver, released September 8, 2000:** The Commission granted a waiver of its E911 rules to VoiceStream, subject to the following specific conditions:
 1. VoiceStream must implement a network safety solution that provides baseline location information for all wireless 911 calls no later than December 31, 2001; the accuracy requirement for this baseline location information is 1000 meters for 67 percent of calls.
 2. By October 1, 2001, VoiceStream must ensure that 50 percent of all new handsets activated are Enhanced Observed Time Difference of Arrival (E-OTD)-capable.
 3. Effective October 1, 2001, VoiceStream must ensure that all E-OTD-capable handsets comply with an accuracy requirement of 100 meters for 67 percent of calls, 300 meters for 95 percent of calls.
 4. By March 31, 2002, VoiceStream must ensure that 100 percent of all new handsets activated are E-OTD-capable.
 5. VoiceStream must ensure that all new E-OTD-capable handsets activated on or after October 1, 2003 comply with an accuracy requirement of 50 meters for 67 percent of calls, 150 meters for 95 percent of calls.
 6. Finally, VoiceStream must report the results of all trials and tests of its ALI technology and of actual operational deployment of its ALI technology and results semi-annually beginning October 1, 2000 and continuing through October 1, 2003.

Under these conditions, VoiceStream must deploy Phase II on a substantially accelerated basis, faster than any other carrier choosing a pure handset-based solution. It will also provide baseline location information for all 911 calls

completed on its network that is significantly better than E911 Phase I information, which will serve as the fallback for other carriers' Phase II systems.

- **King County, Washington Public Notice:** On May 25, 2000, the King County, Washington Program Office (King County) filed a request for assistance in resolving a conflict related to implementation of Phase I of E911. King County seeks clarification on who is responsible for costs associated with all or some of certain network and data base components for delivery of Phase I service. In a Public Notice issued on August 16, 2000, the Wireless Telecommunications Bureau sought comment on the King County request. Comments were due on September 18, 2000; reply comments are due on October 11, 2000. This has been designated a "permit but disclose" proceeding.

Implementation of 911 Act

- On August 24, 2000, the FCC adopted an Order to implement the 911 Act. The purpose of the 911 Act is to enhance public safety by encouraging and facilitating the prompt deployment of a nationwide, seamless communications infrastructure for emergency services that includes wireless communications. The FCC initiated the implementation proceeding to address the provisions of the 911 Act and to fulfill the Congressional mandates set forth therein. Specifically, in the Order, the FCC took the following initiatives:
 - Designates 911 as the universal emergency telephone number within the United States for reporting an emergency to appropriate authorities and requesting assistance, effective upon August 29, 2000;
 - Seeks comment on appropriate transition periods for areas in which 911 is not currently in use as an emergency number, including service area-specific circumstances and capabilities that the Commission should address before carriers can deploy 911 as the uniform emergency number; and
 - Seeks comment on how the Commission should facilitate States' efforts to deploy comprehensive emergency communications systems, such as through guidelines, meetings, or other information-sharing measures, in a manner that does not impose obligations or costs on any person.

F A C T S H E E T

FCC WIRELESS 911 REQUIREMENTS

In a series of orders since 1996, the Federal Communications Commission (FCC) has taken action to improve the quality and reliability of 911 emergency services wireless phone users, by adopting rules to govern the availability of basic 911 service and the implementation of enhanced 911 (E911) for wireless services.

BACKGROUND ON WIRELESS 911

The FCC's wireless 911 rules seek to improve the reliability of wireless 911 services and to provide emergency services personnel with location information that enable them to locate and provide assistance to wireless 911 callers much more quickly. To further these goals, the agency has required wireless carriers to implement E911 service, subject to certain conditions and schedules. The wireless 911 rules apply to cellular licensees, broadband Personal Communications Service (PCS) licensees, and certain Specialized Mobile Radio (SMR) licensees.

BASIC WIRELESS 911 SERVICES

The basic 911 rules require wireless carriers to transmit all 911 calls to Safety Answering Point (PSAP) without regard to validation procedures intended to identify and intercept calls from non-subscribers. Under the rules, therefore, both subscribers and non-subscribers can dial 911 and reach emergency assistance without having to prove their subscription status.

Many wireless 911 calls are made by "Good Samaritans" reporting traffic accidents, crimes, or other emergencies. Prompt delivery of these and other wireless calls to public safety organizations benefits the public at large by promoting safety and property.

911 CALL PROCESSING PROCEDURES

In May 1999, the FCC adopted requirements to improve the ability of cellular phone users to complete wireless 911 calls. The 911 call completion rules are intended to improve the security and safety of analog cellular users, especially in rural and sparsely populated areas.

Under the rules, all mobile phones manufactured for sale in the United States after February 13, 2000, that are capable of operating in an analog mode, including dual-mode and multi-mode handsets, must include a special method for processing 911 calls. When a 911 call is made, the handset must override any programming that determines the handling of ordinary calls and must permit the call to be handled by any available carrier regardless of whether the carrier is the customer's preferred service provider. A handset capable of operating in analog mode must incorporate any one or more of the 911 call processing system selection processes endorsed or approved by the Commission.

PHASE I E911 REQUIREMENTS

As of April 1, 1998, or within six months of a request by the designated Public Safety Answering Point (PSAP), whichever is later, covered carriers are required to provide to the PSAP the telephone number of the originator of a 911 call and the location of the cell site or base station receiving a 911 call. This information assists in the provision of timely emergency responses both by providing some information about the general location from which the call is being received and by permitting emergency responders to re-establish a connection with the caller if the call is disconnected.

PHASE II E911 REQUIREMENTS

Wireless carriers are required to provide Automatic Location Identification as part of Phase II E911 implementation beginning October 1, 2001, as detailed below. Originally, the FCC's rules envisioned that carriers would need to deploy network-based technologies to provide ALI. In the past several years, there have been significant advances in location technologies that employ new or upgraded handsets. In September 1999, the FCC revised its rules to better enable carriers to use handset-based location technologies to meet the Phase II requirements. In particular, the FCC established separate accuracy requirements and deployment schedules for network-based and handset-based technologies. In August 2000, the FCC made minor adjustments to the deployment schedule for handset-based technologies. The E911 Phase II requirements are as follows:

? **Handset-Based ALI Technology:** Wireless carriers who employ a Phase II location technology that requires new, modified or upgraded handsets (such as GPS-based technology) may phase-in deployment of Phase II subject to the following requirements:

? Without respect to any PSAP request for Phase II deployment, the carrier shall:

1. Begin selling and activating ALI-capable handsets no later than October 1, 2001;
2. Ensure that at least 25 percent of all new handsets activated are ALI-capable no later than December 31, 2001;
3. Ensure that at least 50 percent of all new handsets activated are ALI-capable no later than June 30, 2002; and
4. Ensure that 100 percent of all new digital handsets activated are ALI-capable no later than December 31, 2002 and thereafter.
5. By December 31, 2005, achieve 95 percent penetration of ALI-capable handsets among its subscribers.

? Once a PSAP request is received, the carrier shall, in the area served by the PSAP within 6 months or by October 1, 2001, whichever is later:

1. Install any hardware and/or software in the CMRS network and/or other fixed infrastructure, as needed, to enable the provision of Phase II E911 service; and
2. Begin delivering Phase II E911 service to the PSAP.

? **Network-Based ALI Technology:** As of October 1, 2001, within 6 months of a PSAP request, carriers employing network-based location technologies must provide Phase II information for at least 50 percent of the PSAP's coverage area or population. Within 18 months of a PSAP request, carriers must provide Phase II information for 100 percent of the PSAP's coverage area or population.

? **ALI Accuracy Standards:** The FCC adopted the following revised standards for Phase II location accuracy and reliability:

? For handset-based solutions: 50 meters for 67 percent of calls, 150 meters for 9 percent of calls;

? For network-based solutions: 100 meters for 67 percent of calls, 300 meters for percent of calls.

? **ALI Implementation Plan Report:** The FCC required wireless carriers to report the plans for implementing E911 Phase II, including the technology they plan to use to provide caller location, by November 9, 2000. This report was aimed at providing information to permit planning for Phase II implementation by public safety organizations, equipment manufacturers, local exchange carriers, and the FCC, in order to support Phase II deployment by October 1, 2001.

CONDITIONS FOR ENHANCED 911 SERVICES

The E911 Phase I requirements, as well as certain of the Phase II requirements are applicable to wireless carriers only if the administrator of the designated PSAP requested the service and is capable of receiving and utilizing information provided. In November 1999, the FCC revised its E911 rules to remove the prerequisite that a call recovery mechanism for wireless carriers be in place before carriers are obligated

provide E911 service in response to a PSAP request. The PSAP must have the means covering its costs of receiving and utilizing the E911 information, however, in or make a valid request for E911 service. The FCC's rules do not mandate any specific state action nor specify any particular mechanism for funding the technology and capabilities necessary to enable the PSAP to make a valid service request.

IMPLEMENTATION OF 911 ACT

In August 2000, the FCC adopted an Order to implement the Wireless Communications and Public Safety Act of 1999 (911 Act), enacted on October 26, 1999. The purpose of the 911 Act is to enhance public safety by encouraging and facilitating the prompt deployment of a nationwide, seamless communications infrastructure for emergency services that includes wireless communications. The FCC initiated the implementation proceeding to address the provisions of the 911 Act and to fulfill Congressional mandates set forth therein. Specifically, in the Order adopted in August 2000, the FCC took the following initiatives:

- ? designated 911 as the universal emergency telephone number within the United States for reporting an emergency to appropriate authorities and requesting assistance, effective upon August 29, 2000;
- ? sought comment on appropriate transition periods for areas in which 911 is not currently in use as an emergency number, as well as on service area-specific circumstances and capabilities that must be addressed before carriers can deploy 911 as the uniform emergency number; and
- ? sought comment on how the FCC should facilitate states' efforts to deploy comprehensive emergency communications systems - for example, through guidelines, meetings, or other information-sharing measures - in a manner that does not impose obligations or costs on any person.

The 911 Act also added provisions dealing specifically with wireless location information to 47 U.S.C. 222, the section of the Communications Act that governs treatment of customer proprietary network information (CPNI) and subscriber list information (SLI). The Commission expects to initiate a proceeding to interpret and clarify these provisions in early 2001.

WTB/Policy
December 2000

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January 2001

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Wireless 9-1-1 and Distress Calls				
Year	Ending Subscribers	U.S. 9-1-1 Annually	U.S. 9-1-1 Monthly	U.S. 9-1-1 Daily
1985	340,213	193,333	16,111	530
1986	681,825	649,659	54,138	1,780
1987	1,230,855	1,202,336	100,195	3,294
1988	2,069,441	2,382,855	198,571	6,528
1989	3,508,944	4,311,497	359,291	11,812
1990	5,283,055	5,914,653	492,888	16,205
1991	7,557,148	8,007,586	667,299	21,939
1992	11,032,753	12,641,470	1,053,456	34,634
1993	16,009,461	15,491,344	1,290,945	42,442
1994	24,134,421	17,910,620	1,492,552	49,070
1995	33,785,661	20,059,894	1,671,658	54,959
1996	44,042,992	21,659,967	1,804,997	59,180
1997	55,312,293	30,517,327	2,543,110	83,609
1998	69,209,321	35,805,405	2,942,910	98,097
1999	86,047,003	43,298,856	3,608,238	118,627

Sources: CTIA, Cellular Carriers Association of California, California Highway Patrol, York State Police, and other state officials and wireless carriers.



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