

The Meeting of the Utah Communications Authority's PSAP Advisory Committee
Thursday, February 11th 2021 1:00 P.M
Meeting Location: Telephone Conference Bridge

Meeting Minutes

1. WELCOME

Meeting was called to order at 13:00 hours by Chairman Kevin Rose

2. ROLL CALL – PSAP ADVISORY COMMITTEE MEMBERS

Shelley Peterson-Present

Justin Grenier-Present

Neil Johnson-Present

Karl Kuehn-Present

Beth Todd-Present

Jack Walkenhorst-Present

Alicia Gleave-Present

Kevin Rose-Present

Travis Trotta-Present

**3. MOTION TO ACCEPT MINUTES FROM JANUARY 20, 2021 PSAP
ADVISORY BOARD MEETING**

Motion: Approve January 20th meeting minutes made by Karl Kuehn

Second: Beth Todd

Vote: The motion passed with all in favor.

4. DDOS ATTACK – KEVIN ROSE

Salt Lake City, Davis County, Valley Emergency & Summit county were victims of potentially denial of service attacks last Thursday. In these incidents, two numbers are calling in and making a conference call between multiple PSAPs. The first occurred around 18:00 lasting approximately 30 minutes and another came in about 01:00. There is a ticket filed and affected PSAPs are still waiting for answers from CenturyLink on what occurred. If it does occur again, or affects other PSAPs, release the call. Do not put it on hold or park it. It ties up the line and busies the 911 trunks, essentially helping those setting the attack to achieve their ultimate objective of making the system busy. If you experience this, notify Melanie immediately and she will make proper notifications locally and nationally.

5. ESINET/CPE PROJECT UPDATE – MELANIE CRITTENDEN

This week conducting sight visits with Utah County and VESTA Solutions. They are region 3 of the 5 regions in the state. Next week will be going to region 4, the Dixie Area Multimode. Region 5 will be the last for the site visits. Start working on the paperwork that was sent back in July/August, she will recirculate that information. Phone line information needs to be completed a couple weeks in advance, if possible. If you are having trouble finding information, reach out to your current vendor. If you have additional questions, contact Melanie. Progress with the Legacy vendor is doing well, but there have been significant delays with cutovers. Working on implementation occurring this year. Once the site visits are finished, we will continue to have biweekly and monthly calls. If Melanie reaches out to you, please complete that request as soon as possible.

6. P25 PROJECT UPDATE – HAROLD CLEMENTS

Director of P25 project. Shared six slides:

- Map of the cores and the current sites
- System overview (the backbone of the system) four cores, each with a backup, logging recorder with a backup, 144 radio sites and 224 consoles
- Overview of the nine simulcast cells and the location of the sites within each cell
- Progress made since signing with L3 Harris
 - One structural analysis remaining at Dugway.
 - One site remaining from last year's grounding schedule already completed 10 sites scheduled for this summer.
 - Two sites remaining for civil remediation last year.
 - Working on a site that was snowed out and working another to gain access.
- Upcoming schedule premier primary vita core installed next month. First IR site scheduled by May 2021 but probably will be finished sooner.
- 46 of RF sites and cores are going to be shipped by the end of the February. Once they are validated to work, they will begin shipping them to SLC and begin installation

Paul Wolden, Beaver County – When can we expect reprogramming?

Harold – Approximately September 2023

Paul Wolden, Beaver County – Eagle Point site status?

Harold – Technicians are on sight today, it is almost online. The site is in with power and the backup generator. They are programming radios and tuning the filters.

7. MODIFICATION OF MINIMUM STANDARD #1 PSAP STAFFING

Kevin - Neal reached out to the PSAPs that are directly affected by this and invited them to join today to help make this successful and understand what their concerns are get their input.

- Beaver County – Paul Wolden, present
- Clearfield –
- Emery County –
- Garfield County –

- Grand County – Jennifer Swensen, present
- Kane County – Megan Ramsay, present
- Millard County – Chad Imlay, present
- Rich County – Emily Weston, present
- San Juan County –
- Legislative Auditors Office – Jake Dinsdale, present

Audit that was published last year, there was a concern about PSAPs that may go down to one person at various time during the day. Committee was asked to address that and come up with a solution to assure that there is more than one person available to answer dispatch calls. Important that the PSAPs that are affected by this join in the conversation giving us their input and ideas. Ideas that will come up with an answer that will satisfy the concerns work well with the PSAP and not be overly burdensome. Will those PSAPs please share your thoughts?

Paul Wolden, Beaver County SO – During the day, I am here with another person, but that is not 24 hours. Solution set up by Sheriff Noel now is a switch on the side of the room that lights a light in the control room for a correctional officer to come in and help with overloaded phones. Usually due to incident on the freeway, wildfire, etc. Short-term solution.

Jake Dinsdale, Legislative Auditor – It might be helpful if I speak and clarify to get off on the right foot. We are NOT recommending a blanket requirement of two on duty 24 hours a day. We pointed out the contradictions in the standards, neither APCO nor NENA require that it is only an NFPA standard. We kicked this hornets’ nest due to the stories gathered across the state. There are enough stories and situations that the auditors could not not report that. There is a risk in the system and we are bringing to the group the question of risk. The recommendation in chapter 3, page 25 “...recommend the UCA Board along with the PSAP Advisory Committee work to reconsider and refine minimum standards to ensure the quality of 9-1-1 service does not suffer because of inadequate PSAP staffing.” There is many wiggly words in that recommendation, a lot of subjectivity about the risk of the system how you think about the risk and reasonable suggestions to reduce that risk. Also, need to clarify standard one, staffing forecast module that does not account for radios, breaks, etc. In addition, the Department of Health has an administrative rule that has a staffing requirement for the designation but it is not defined and needs clarified too. They have the standard but they never tell you what that means. We are not trying to suggest or mandate staffing. The other element we are bringing to the table are for solutions beyond hiring more people. The cost to hire people 24/7 is excessive especially for small counties and small PSAPs. We believe there are other creative solutions out there. We can see the numbers in ECATS. Maybe there is an opportunity to rollover and have another center through the night and turn the lights back on in the morning. Maybe opportunities to cross train jail staff, etc. Alternative solutions and turn it over to you to talk about the risk and what could mitigate that risk to your satisfaction. It is not a mandate.

Paul Wolden, Beaver County - Thank you for the clarification that I am back in the driver’s seat. We understand the risk and want more cross training

Kevin – What thoughts do other PSAPs have and ideas they have come up with.

Chad Imlay, Millard County – ECATS bandwagon with staffing. Mine shows 1 across the board, all the time. Most sheriff’s agencies are this way across the board. We were the highest transfer rate and

would like to go on record that today we are at 1.2% transfer rate, and answering 99.4%. We are stepping up to meet the requirements. We cannot have the state coming in and dictating. Feel better about this conversation now.

Sheriff Jacobsen, Millard County – Add to Chad maybe something we felt/interpreted. We run much the same way with correctional staff with internal radios. Easy and feasible to call for help with officers and front desk staff some with experience in dispatch (not currently certified). We are willing to look at these options but that is still an expenditure and may need to compensate for the competencies

Kevin – What the specific issue really is. Answering etc. is not the concern....what is the issue Jake?

Jake Dinsdale, Legislative Auditor – “Lightning bolt” problem. Do not know when but it will happen. Risk is an abstract and a hard thing to discuss. Primary issue is what is the actual risk? How risky is this? Does there need to be a standard/requirement? We are not saying either way. Does that risk necessitate a response? If there is a mandate put down, is call answer time sufficient? Is something suffering because of the call answering issues? Decisions to hire and cross train are in the hands of those running the PSAPs. There is a long menu of responses, it is an abstract question.

Kevin-As we roll out the call handling ESInet solutions with it could essentially become a statewide solution. When this happens what can we do technology wise to mitigate these. Do we make agreement with another PSAP – at night PSAP x will take the call after three rings, etc.

Jake Dinsdale, Legislative Auditor – Technology seems like a huge opportunity. Without formal arrangements, a secondary PSAP can be overwhelmed without warning. There must be a formal arrange to make seamless functionality prepared and ready to go.

Kevin – Melanie sent out a nationwide question to ask about their solutions. South Dakota has an agreement to use technology to roll calls to them with a procedure in place. Look at them to leverage technology to mitigate the risk.

Paul Wolden, Beaver County – Small suggest that we used to have is the toggle switch to transfer 9-1-1 calls. Now we must call a 1-800 number and play 20 questions with an operator. Bring the switch back.

Kevin – Had a conversation Motorola about the many options to “flip the switch” functions and settings are available that logging out all operators it the current will tell the system, I am busy. Also, call time and ring time threshold settings. Calls are re-routed and are not shown abandoned just re-routed. The new system will have many more options to enter into agreements with surrounding PSAPs

Shelly – An option new system, which is a benefit w/ Box Elder. The new system will be able to differentiate between misrouted call and a reroute because the center is overwhelmed. Technology is helpful. Have not been dinged yet and it rollovers to the next center.

Kevin – In the regions, you must have the agreements either by switch or reroute, however you want to manage it. Make sure that is what you want to do make sure to build it into your design.

Sheriff Jacobson, Millard County – Great discussion and receiving it well. Do not want to use the rational of rerouting to be viewed as the acceptance of consolidation. We are still opposed to that. Great discussion, thank you.

Kevin – Finding the solution will address the issue and can prove consolidation not necessary

Paul Wolden, Beaver County – Collaboration (cooperation) not consolidation

Chad Imlay, Millard County – Totally agree with cooperation and we are already doing it, i.e. fire above meadow, contacted Richfield. We are already doing it and helping each other out.

Paul Wolden, Beaver County – 9-1-1 in beaver that subject is lost in Millard. I was monitoring him and he was very busy. We worked on a Millard County problem until they were able to take over.

Kevin – Proposed language as a discussion starting point for standard number 1:

“Utilizing either staff employed by a PSAP, utilizing an agreement with another PSAP within Utah whereby that PSAP can take calls and dispatch a full emergency response, or utilizing Virtual Consolidation as defined in UCA’s strategic Plan, a PSAP shall have at least two telecommunicators answering 9-1-1 calls at all times and will also staff sufficient to meet Minimum Standard #7.

We would be utilizing shared systems and shared technologies for virtual consolidation, or virtual cooperation.

Jennifer Stefanoff, Cedar Communications Center – The previous rendition on the progress report took out the two dispatchers, as long as you are following the staffing report. Why would you put it back in there? Why not just say the PSAP shall have the forecasted staffing, using those things.

Kevin – Two issues in the audit. One dispatcher on duty and the staffing forecast. ECATS has shortcomings depending on the agency using it, i.e. VECC with dedicated call takers. The tool itself does not consider the multiple duties. The staffing module makes it challenging with the variety of the duties in a PSAP. Running ECATS just for 9-1-1 calls is not the solution. It does not differentiate between 9-1-1 and non-emergency calls to the 95%. ECATS is a useful tool but is not a one-size solution. Does not provide absolute answers. If you are not staffing appropriately, you are not going to meet answer standards, you are not going to meet #7 standards. This verbiage needs to mitigate the potential issues that will still meet the #7 standards. How do we address both issues? Jake what are your thoughts about if this would satisfy the question that is out there.

Jake Dinsdale, Legislative Auditor – We left it totally open to how you accomplish this. Every solution is different. Cross training. Technology, both. Every PSAP is so unique their risk is unique and their solution is unique. The key question is, are you training for cross training?

Kevin – They are going to have to be cross trained, EMD, POST, etc. Verbiage to be broad enough to be able to decide how to implement it by the individual agency, but specific enough that a plan will be put into place. It is a balancing act. What can we do to make it more in line with what we need to do?

Beth – Are we getting too detailed? If I am understanding right that, we need solution to avoid the potential risk of overwhelming a center. A lot of the centers already have that. What if we work it around we have to have a plan in place for a call surge, trained, and exercised with the cooperating centers.

Karl – It is risk and the statement of being overwhelmed. It applies to every PSAP. At some point, what is the frequency of when/how often do we become overwhelmed. How many times a week, etc. can you not provide adequate service because you are overwhelmed. Dispatching suffers, calls suffer. How

often are people feeling this point once per day/week/month? Assess their risk, find solution to address the risk...risk level, and risk tolerance. Overwhelmed vs when service begins to suffer.

Beth – Each PSAP should have plan in place or be able to respond to all incoming 9-1-1 calls whether through technology or cooperative agreement with other centers. Each PSAP should train and test that plan so the dispatchers understand and know where their backup is coming from to lessen the feel of being overwhelmed when they are hit with that situation

Karl – PSAPs can respond to it, but they need to respond to it adequately. Answering, handling and dispatching the call. Have some type of qualification of quality.

Travis – Without any diminished service to the public. Everything needs to be the same whether on 2 calls or 100 calls, the public cannot suffer

Kevin – Adequately is ambiguous. What does that mean?

Beth – Adequately may not be the correct word. The way VECC handles 150 calls in 15 minutes is going to be different from how Beaver County handles 5 or 10 calls in 15 minutes. In the standard itself, do we want to be that specific?

Kevin – If you leave it too open, it defeats the purpose of having a standard. Going back to original language, it is specific to issue and giving the PSAP the ability to address it.

Travis – It is going to be a scaled response. Like an earthquake, half of the state will be working on it and the other half is not. As long as each contingency is covered.

Karl - This is the goal for 99.9 percent of the time. There is going to be a time that you cannot achieve it. This will cover the everyday, normal operations and even the events in exigent circumstances.

Kevin – Standard #9 is a plan in place to have a standard to assure normal operations are not impacted.

Jake Dinsdale, Legislative Auditor – Spoke with April Hinesig(sp) PSAP and 9-1-1 coordinator NENA. The things helping with a call surge helps in an emergency as well.

Shelly – The audit consider refinement of services. Do the single dispatcher centers have any suggestions?

Sheriff Jacobson, Millard County – This is benign for everyone's needs. The original verbiage leaves it open that it can be addressed as it needs to be, based on center needs.

Alicia - Take out "at least two" – they will have plans to meet the minimum standards. Utilizing either staff employed by a PSAP, utilizing an agreement with another PSAP within Utah whereby that PSAP can take calls and dispatch a full emergency response, or utilizing Virtual Consolidation they will have plans or people in place to meet minimum standards and will also staff sufficient to meet Minimum Standard #7. Take out the number of two; they need to have plans in place.

Paul – It needs virtually or something on the last part. By reading that, it makes me feel like I need two people in here at all times.

Kevin – It does not say specifically they have to be on site.

Alicia – Would it sound right: Utilizing either staff employed by a PSAP, utilizing an agreement with another PSAP within Utah whereby that PSAP can take calls and dispatch a full emergency response, or utilizing Virtual Consolidation as defined in UCA’s strategic Plan, a PSAP shall answer 9-1-1 calls at all times and staff sufficient to meet Minimum Standard #7

Kevin – That does not address the whole picture. This is not about the call answer time. It is about the service.

Beth – PSAPs shall have at least two telecommunicators whether internally or externally through cooperative agreements in place to be able to answer at all times and dispatch a full emergency response, or utilizing Virtual Consolidation as defined in UCA’s strategic Plan, a PSAP shall have at least two telecommunicators answering 9-1-1 calls at all times and will also staff sufficient to meet Minimum Standard #7

Neil – Needs to have minimum in there or you can take the day off and send it all over to another center.

Sheriff Alan Aldredge, Kane County – We are all saying the same thing that we need to provide the capability of two dispatchers. The PSAP provides the capability of two dispatchers or personnel.

Neil – The standards are for everybody, all PSAPs.

Quin – The audit speaks to both issues, the risk and and shortcomings of the ECATS model. The draft hit both issues and listed some of the things that have been always available. Utilize whatever tools you have, but the large centers have to have these standards as well.

Kevin – Needs to address staffing for the large centers and those that only have one at a time. The public deserves the same service.

Jake – The door is wide open. If you think you are meeting these standards already. The purpose was bringing the real issue of one dispatcher to light, and it got lost in “mandates”. You can walk out with it staying the way that it is to the UCA Board. Not many PSAPs need to modify what they are doing except to clarify what they are doing with their neighbors. If their quality is where it needs to be, there is the potential that nothing needs to change.

Kevin – Back to the original verbiage. Suggestions, changes?

Neil – The holdup is the two. Like Alicia’s sufficient suggestion. I think that number is the hold up.

Kevin – How do you address that that is the hold up? You must have a specific to address that issue and stay in there.

Alicia – Jake does the specific verbiage in the audit state two people. It states overwhelmed not one person, two person, etc.

Jake – It points out being overwhelmed begins on page 19. But the emphasis is certainly on single dispatcher moments, not even centers. Medical emergency, fire, etc. Not calling out the idea of two need to be on duty. APCO and NENA do not have that standard.

Kevin – Sheriff Jacobson, do you have concerns with the verbiage as it is now? No longer online. Chad, do you have concerns of how it is now.

Alan Aldredge – Matter of the placement of the sentence in there. Would it make a difference to put it at the beginning?

Kevin – Rewrite:

A PSAP shall have two telecommunicators answering 9-1-1 calls at all times and will also staff sufficient to meet Minimum Standard #7 by utilizing either staff employed by a PSAP, utilizing an agreement with another PSAP within Utah whereby that PSAP can take calls and dispatch a full emergency response, or utilizing Virtual Consolidation as defined in UCA's strategic Plan.

Alicia – Glancing at it as a manager that was not involved in the discussion, I see that there are two points of the statements. 1-Will have two telecommunicators available. 2-Will also staff sufficiently regardless of the size of the center

Kevin – Yes, it is actually two requirements. It is intended to address staffing for both small and large standards and allow them to meet the standards.

Motion to suggest replacing minimum standard #1 to the UCA Board: Karl Kuehn

Second: Neil Johnson

Vote: The motion passed with all in favor.

7. MODIFICATION OF MINIMUM STANDARD #7 – 9-1-1 CALL ANSWER TIME

Kevin - Modify standard number 7 that be in line, actually be verbatim with the state statute and NENA/NFPA standards.

“Ninety-five percent (~~95~~90%) of all 911 calls arriving at the PSAP shall be answered within fifteen (15) seconds and ninety five percent (95%) of 911 calls arriving at the PSAP shall be answered within twenty (20) seconds. This standard will be measured using the "PSAP Answer Time" report available through ECATS. For purposes of compliance with this minimum standard, the following criteria should be used when generating the report: Select Range -Last Year (January-December); Period Group- Year; Call Type - 911 Calls; Abandoned Filters - Exclude Abandoned; Agency Affiliation - Default except unselect training. For the purposes of compliance with this standard, the box showing the “% answer time < 15seconds” and “% answer time < 20 seconds” under the “Overall Percentage” will be used.

Travis – This is not optional, it needs to stay in line nationally or it will open us to liability

Motion to suggest the modification of minimum standard #7 to the UCA Board: Neil Johnson

Second: Karl Kuehn

Vote: The motion passed with all in favor.

8. GENERAL PUBLIC COMMENTS

Sheriff Alan Aldredge, Kane County – Regarding the new standard #1. The word “shall” creates a minimum and needs to have added “at least” added to the verbiage.

A PSAP shall have at least two telecommunicators answering 9-1-1 calls at all times and will also staff sufficient to meet Minimum Standard #7 by utilizing either staff employed by a PSAP, utilizing an

agreement with another PSAP within Utah whereby that PSAP can take calls and dispatch a full emergency response, or utilizing Virtual Consolidation as defined in UCA's strategic Plan.

Motion to suggest the corrected verbiage of minimum standard #1 to the UCA Board:

Karl Kuehn

Second: Neil Johnson

Vote: The motion passed with all in favor.

9. NEXT MEETING

April 21st 1300

10. MOTION TO ADJOURN

Motion to adjourn: Beth Todd

Second: Alicia Gleave