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EMERGENCY RESPONSE SYSTEM STUDY COMMISSION

First Phase Report

December 30, 1986

Assemblyman D. Bennett Mazur
Chairman

S. Robert Miller
Vice-Chairman

Anne M. Stefane
Deputy Legislative Counsel
Office of Legislative Services
Room 239
State House Annex
Trenton, New Jersey 08625

New Jersey State Library

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New Jersey State Legislature
EMERGENCY RESPONSE SYSTEM STUDY COMMISSION

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TELEPHONE: (609) 984-0231

December 30, 1986

Governor Thomas H. Kean
President of the Senate John F. Russo
Speaker of the General Assembly Chuck Hardwick
Members of the Legislature

Ladies and Gentlemen:

The Emergency Response System Study Commission, created by P.L. 1985, c. 542, hereby respectfully submits its first phase report in compliance with the provisions of its enabling legislation.

Assemblyman D. Bennett Mazur
Chairman

S. Robert Miller
Vice-Chairman

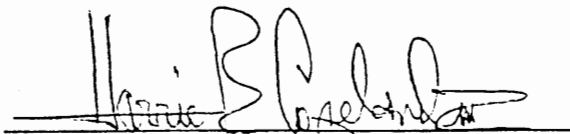
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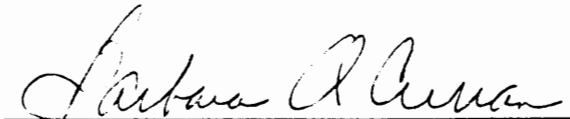
Assemblywoman Kathleen A. Donovan

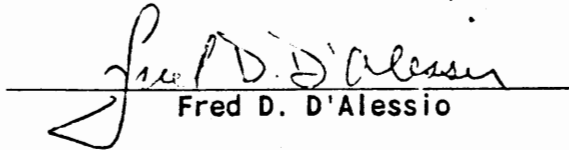
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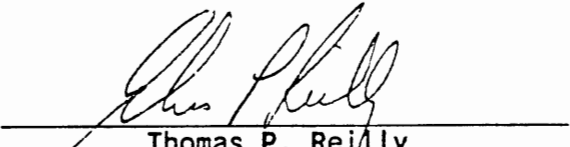

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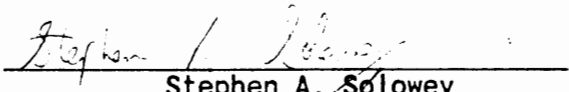

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December 30, 1986

**Governor Thomas H. Kean
President of the Senate John F. Russo
Speaker of the General Assembly Chuck Hardwick
Members of the Legislature**

Ladies and Gentlemen:

I am very pleased to transmit with this letter the first phase report and recommended legislation of the New Jersey Emergency Response System Study Commission.

The Emergency Response System Study Commission was created to study and make recommendations concerning the emergency response system in New Jersey, including the provision of a statewide enhanced 9-1-1 emergency telephone service.

The concept of an emergency telephone service began in 1967 when the President's Commission on Law Enforcement and Justice recommended that a single, universal number should be established for reporting all emergencies. The commission's proposed legislation will provide for a single, universal Statewide 9-1-1 emergency reporting system in New Jersey which will reduce response time to emergencies, thereby saving lives and property. Enactment of this legislation will constitute a first step toward providing an invaluable service to the citizens of our State.

The report is based on three months of work by the commission. It represents a comprehensive study of the concept of enhanced 9-1-1 emergency telephone service. Included is a summary of the activities and progress of the commission from August through November 1986. It describes the background of the commission, the course of its study and recommendations made by the members of the commission.

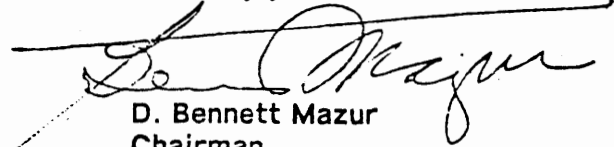
I would like to thank the talented members who gave their time and effort to the work of the commission. Their dedication and expertise make the report a significant contribution to the future of the emergency response system in our state.

Recognition should also be given to the many police officers, firefighters, local officials, sheriff's officers, private citizens, and members of rescue squads and interest groups who testified for contributing their time and efforts to make the work of the commission a success. Their valuable input helped the commission to better examine the concept of enhanced 9-1-1 and to propose legislation for its statewide implementation.

I would also like to thank Mr. John DePaola of New Jersey Bell for his slide presentation at the beginning of each public hearing. It was very beneficial in helping members of the public understand the concept of enhanced 9-1-1 and the issues confronting the commission.

Serving as chairman has been a rewarding experience because of the opportunity to work with the prominent members of the commission who undertook this project with a spirit of professionalism and enthusiasm. I was truly impressed by their proficiency and the high caliber of their work. It is my sincere hope that this report will be the impetus for the implementation of an enhanced 9-1-1 emergency telephone system in this state.

Sincerely yours.

A handwritten signature in dark ink, appearing to read "D. Bennett Mazur", is written over a horizontal line. The signature is fluid and cursive.

D. Bennett Mazur
Chairman

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I. BACKGROUND AND CREATION OF THE COMMISSION

The Emergency Response System Study Commission was created in January 1986 when Governor Thomas Kean signed into law Assembly Bill No. 4225 of 1985 (P.L. 1985, c. 542), sponsored by Assemblyman D. Bennett Mazur and Assemblyman John O. Bennett (Appendix A). The 17-member commission was charged to study and make recommendations concerning the emergency response system in New Jersey, including the provision of a statewide enhanced 9-1-1 emergency telephone service.

The work of the Commission was divided into two phases. The legislation instructed the Commission to study and make recommendations concerning:

1. appropriate legislation to create a Statewide enhanced 9-1-1 emergency telephone system; and
2. the emergency response system in the State, with a view to remedying defects in the present system.

The first phase was to be completed in 90 days from the organization of the Commission. The second phase, scheduled to begin after the Commission reported its first-phase legislation and recommendations to the Governor and the Legislature, was to be completed in nine months. The legislation instructed the Commission, during the first phase, to hold at least one public hearing in the northern, central, and southern areas of the state to receive the views of interested individuals and organizations on an enhanced 9-1-1 emergency telephone system.

The Commission was further instructed to consider in its deliberations Assembly Bill No. 3741 of 1985 and Senate Bill No. 3139 of 1985, identical bills which provide for planning and implementation of a statewide enhanced 9-1-1 system. Senate Bill No. 3139 (Appendix B) had been introduced by Senator Daniel Dalton and Senator Frank Graves on June 20, 1985 and was referred to the Senate Transportation and Communications Committee. On October 25, 1985, the committee considered the bill, but various issues remained unresolved. In connection with this meeting, Assemblyman Mazur met with committee staff, representatives of Senator Daniel Dalton, representatives of the Associated Public Safety Communications Officers (APCO) and the American Heart Association, and other interested parties. The consensus resulting from the meeting led to the drafting of Assembly Bill No. 4225, which created the Emergency Response System Study Commission.

The following members were appointed to the Commission: Senator James R. Hurley; Senator Daniel J Dalton; Assemblyman D. Bennett Mazur; Assemblywoman Kathleen A. Donovan; Col. Clinton Pagano, Sr., representing the State Police; Chester Cohen, representing elected municipal officials; Domenick Cotroneo, representing the Firefighter's Association of New Jersey; Barbara A. Curran, representing the Board of Public Utilities; S. Robert Miller, representing the Associated Public Safety Communications Officers; Thomas P. Reilly, representing the New Jersey Chiefs of Police Association; Howard A. Kirkwood, Jr., representing the American Heart Association; Charles Newcomb,

representing the Governor's Office of Policy and Planning; Stephen A. Solowey, representing the Associated Public Safety Communications Officers; Brad Adcock, representing the independent telephone companies; Harrie E. Copeland III, representing the Boards of Chosen Freeholders; Fred D. D'Alessio, representing the New Jersey Bell Telephone Company (New Jersey Bell); and Winnie Hartvigsen, representing the New Jersey First Aid Council.

This report presents the Commission's first-phase findings and the draft legislation it proposes to create a statewide enhanced 9-1-1 emergency telephone system.

II. BACKGROUND ON ENHANCED 9-1-1 EMERGENCY TELEPHONE SYSTEM

The following background information is intended to familiarize the reader with the purpose and operation of an Enhanced 9-1-1 emergency telephone system. Most of this information was provided to the Commission for its consideration by New Jersey Bell.

A. Limitations of Basic 9-1-1.

The concept of an emergency telephone service came to the fore in 1967 when the President's Commission on Law Enforcement and Justice recommended that "whenever practical, a single [police emergency] number should be established." In January 1968, the American Telephone and Telegraph Co. (AT&T) announced "Basic 9-1-1" (B9-1-1) service would be available on a national scale. The B9-1-1 service would provide the customer with direct access to a public safety answering point (PSAP) via a single emergency telephone number "9-1-1". A PSAP is defined as an agency or facility which is designated to receive and respond to emergency calls requiring such public services as police, fire or ambulance services.

In New Jersey, Atlantic City became the first to install B9-1-1 service. This system became operational in July, 1970. Since that time, 21 systems have been installed.

With B9-1-1 service, calls served by a particular central office area are routed to a single dedicated PSAP. Several factors, however, restrict the usage of B9-1-1. The non-conformity of telephone central office boundaries and municipal boundaries, and the limitation of one PSAP to a central office limit the ability to effectively provide B9-1-1 to one or all municipalities. Using the

B9-1-1 service, a 9-1-1 call from within the areas where the central office and municipal boundaries coincide will be connected directly to the PSAP. However, calls from outside this area can result in either of the following two situations:

Overlap: Overlap occurs when the serving central office area extends beyond the municipal boundaries of the B9-1-1 community and also serves customers in adjacent communities. Overlap customers have the ability to dial 9-1-1. Calls from these customers, however, reach the PSAP for the community subscribing to B9-1-1 service. Since they are not served by the B9-1-1 service, their calls have to be transferred to the emergency agencies in their own community.

Underlap: Underlap occurs when customers within the B9-1-1 municipality are served by a different central office. The underlap customers do not have access to B9-1-1 service. Even though their community has B9-1-1 service, they must dial various 7-digit numbers for the emergency agencies needed.

A diagram depicting overlap and underlap situation is included as Figure I.

In addition, B9-1-1 only allows for one dedicated PSAP per central office. Consequently, two municipalities served by the same central office cannot each establish a separate PSAP.

-6-
MUNICIPAL AND EXCHANGE
BOUNDARY OVERLAP/UNDERLAP

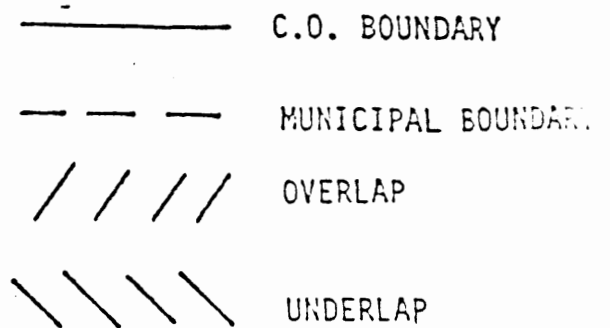
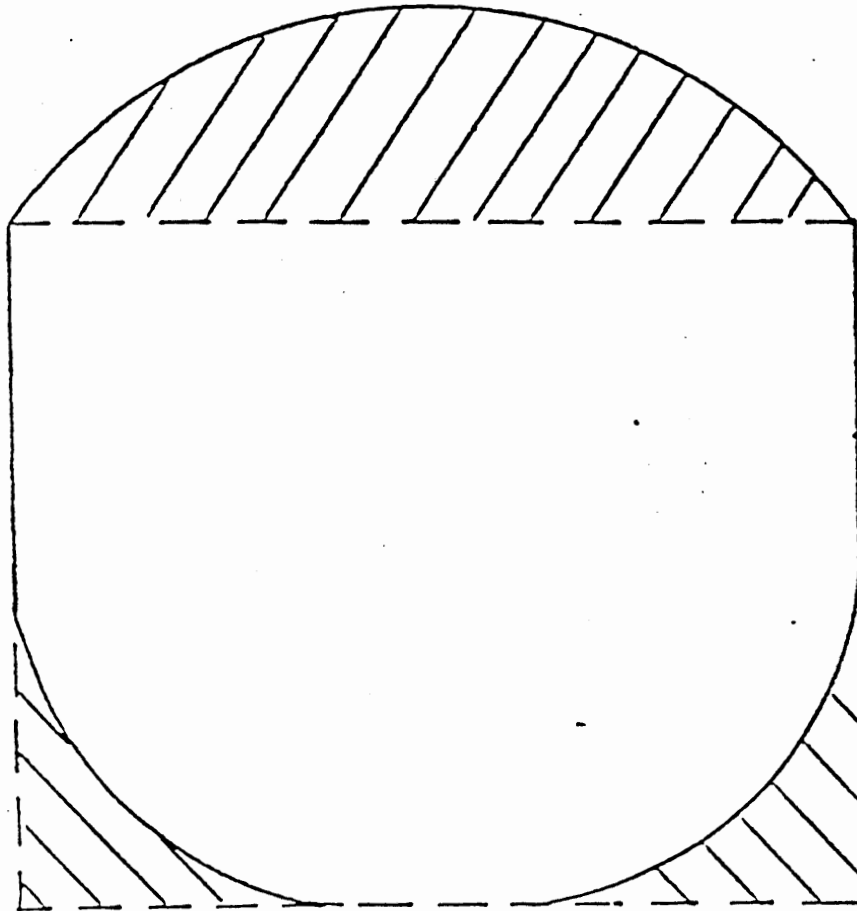


Figure 1

B. Enhanced 9-1-1 Service Description

Due to the limitations of B9-1-1 service, an "enhanced" 9-1-1 emergency service (E9-1-1) was developed in September 1977. E9-1-1 provided three new features: (1) Selective Routing (SR), which routes the 9-1-1 call to the correct service PSAP regardless of central office boundary mismatches. This function eliminates overlap and underlap and creates the ability to route a 9-1-1 call to one of several PSAPs within an area; (2) Automatic Number Identification (ANI), which permits the telephone number of the calling party to be forwarded to the PSAP, where it is displayed at a console; (3) Automatic Location Identification (ALI), which provides the street address associated with the ANI telephone number to the PSAP, where it is displayed on an ALI display terminal.

E9-1-1 service is provided by a network of dedicated channels from each end office to an E9-1-1 switching control office, and from the switching control office to the associated PSAPs (Figure 2). The switching control office provides switching capability for E9-1-1 calls and also provides Selective Routing by translating ANI data to the correct routing for each call.

The Data Management System (DMS) of E9-1-1 provides the support for Selective Routing and ALI retrieval. It generates and updates the databases in each control office for Selective Routing and provides access to customer data for ALI retrieval.

The DMS is a computer applications software package which formats customer telephone number and address information. It then,

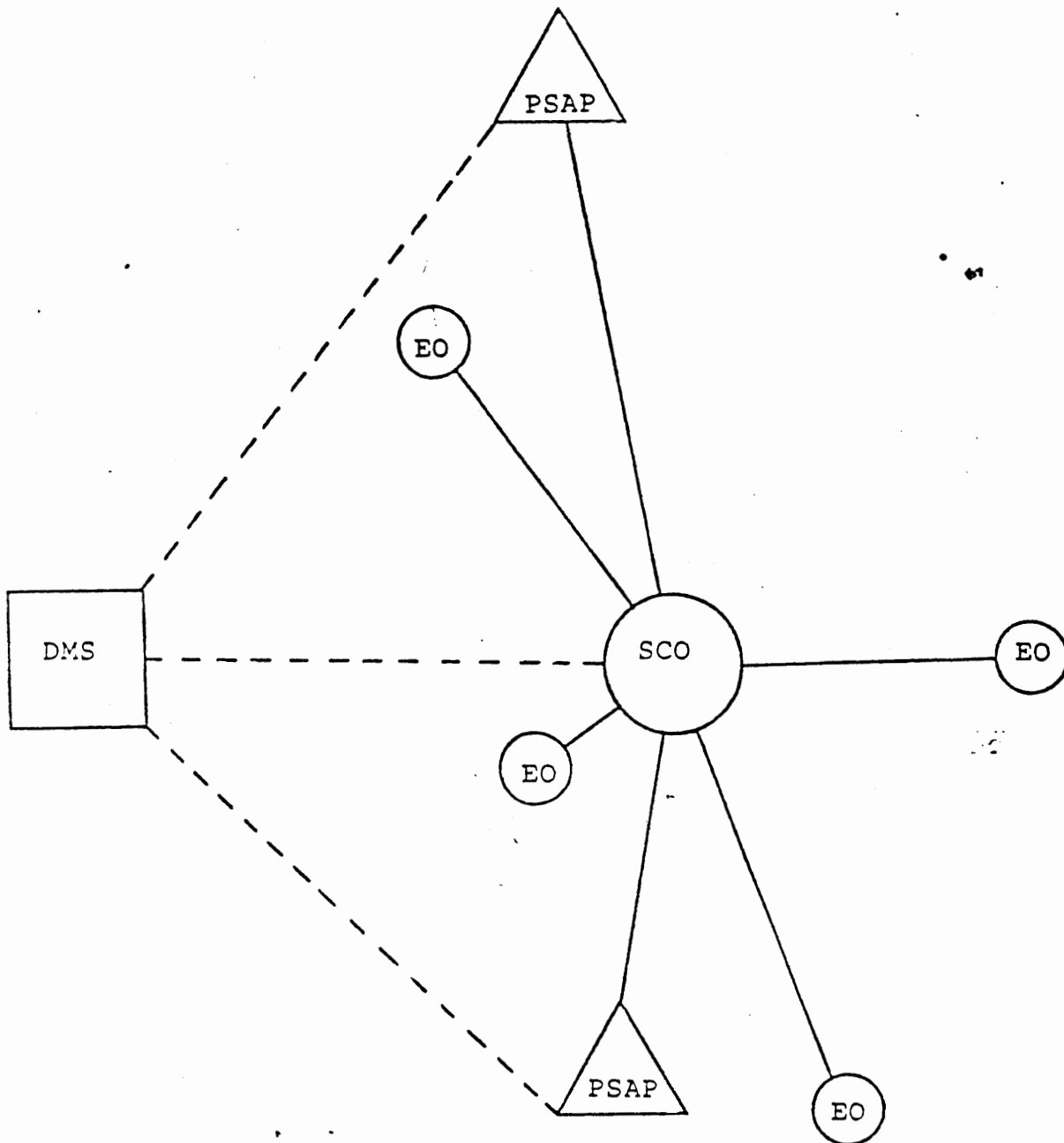
through various street files and emergency agency files, matches the telephone numbers to serving emergency agencies and appropriate PSAPs. This information is updated nightly and sent to the control office for use in Selective Routing.

A separate data network is required for the DMS. Data links from each control office to the DMS are used to daily update the control office database. A data network from all the PSAPs to the DMS is also required to provide access to the subscriber data in order to retrieve and display ALI information.

The flow of a 9-1-1 call using the features of E9-1-1 would be as follows:

A 9-1-1 call is routed over a dedicated ANI trunk to an E9-1-1 Switching Control Office. At the Switching Control Office, the ANI information is translated, using the Selective Routing database, and is then routed to the proper PSAP. Once the call arrives at the appropriate PSAP, the originating telephone number can be displayed using the ANI information. ALI information can also be accessed by transmitting the telephone number information through a data link to the DMS. The address of the calling party can then be retrieved and displayed. (Figure 3)

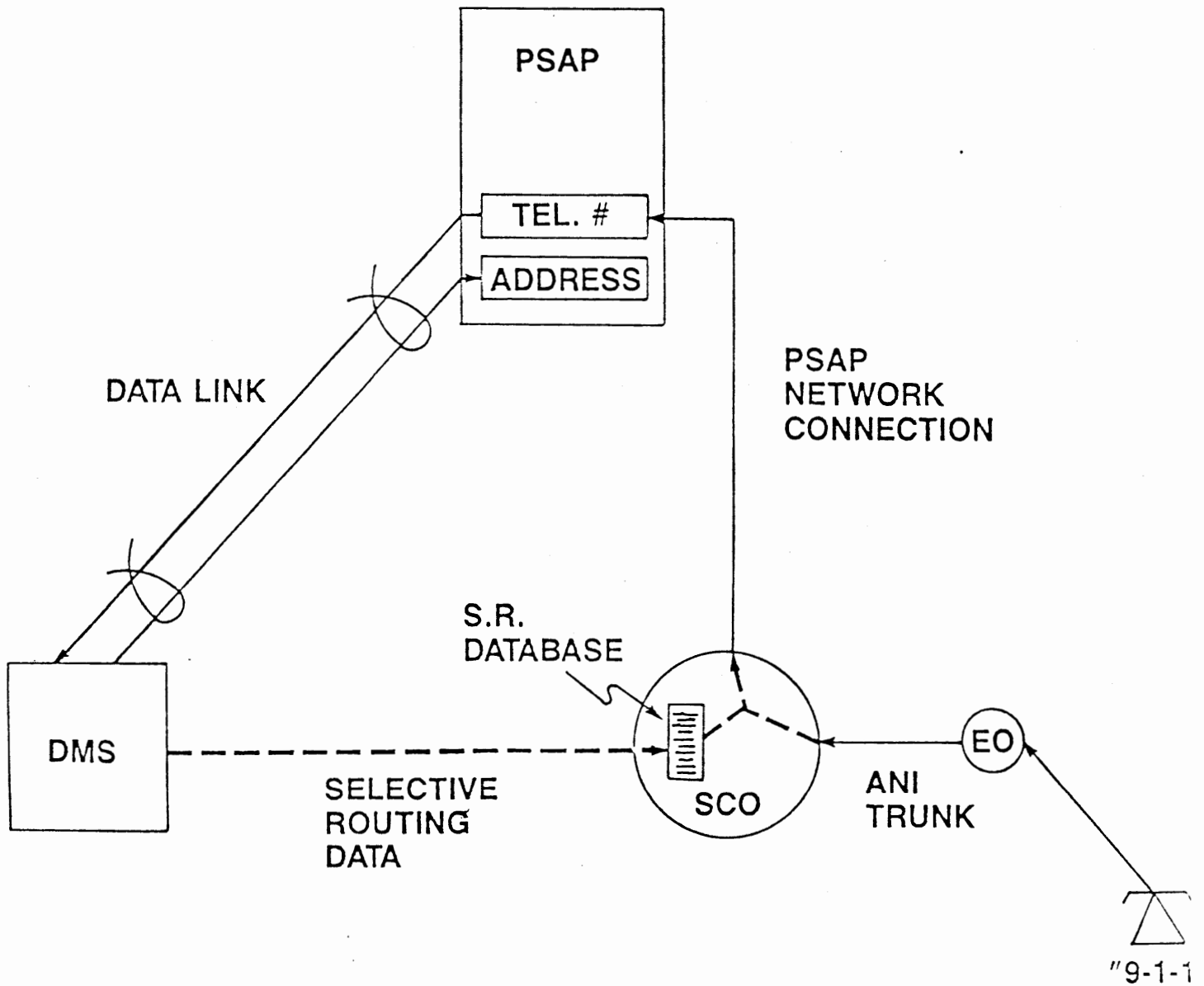
E 9-1-1 NETWORK DIAGRAM



DMS: Data Management System.
EO: End Office.
SCO: Switching Control Office.
PSAP: Public Safety Answering Point.

Figure 2

FLOW OF E9-1-1 CALL



DMS: Data Management System.
EO: End Office.
SCO: Switching Control Office
PSAP: Public Safety Answering Point.

Figure 3

C. New Jersey Bell Plan

The New Jersey Bell Telephone Company proposes the following plan for implementation of an enhanced statewide 9-1-1 system.

In order to adequately and efficiently provide statewide E9-1-1 service, nine Switching Control Offices (SCOs) would be established across the state. All central offices (End Offices) will be connected to one of these SCOs. Likewise, each PSAP will be connected to the appropriate SCO.

During the public hearings, New Jersey Bell presented for purposes of discussion the following range of five PSAP configurations for a statewide enhanced 9-1-1 system. The number of PSAPs, however, could range from one to 567:

- (1) One PSAP for the entire state.
- (2) 21 PSAPs, one in every county.
- (3) 40 PSAPs in a configuration that would incorporate the basic 9-1-1 systems that are currently operational and would establish a PSAP in any county where one presently does not exist.
- (4) 235 PSAPs, a number based on counties and municipalities that were surveyed by New Jersey Bell and indicated that they would be interested in serving as an answering point.
- (5) 567 PSAPs, one in every municipality.

The data base operation as proposed by New Jersey Bell would be comprised of one main computer facility and several satellite facilities. This operation would control ALI data for the PSAPs and SR data for the SCOs. Street names and available emergency services would be provided by each municipality for use in the database.

The New Jersey Bell plan is based upon available technology. Should a better method of providing service be found, the company states it would modify the E9-1-1 Plan accordingly.

D. Cost of Implementing a Statewide Enhanced 9-1-1 Service.

New Jersey Bell Telephone has provided an estimate of the annual cost to the State of New Jersey of implementing a statewide enhanced 9-1-1 service based on the number of PSAPs that would be established.

This estimate assumes that the State of New Jersey will be responsible for costs associated with what is known as the network portion of the system and that the PSAP will be responsible for the cost of the terminal equipment.

New Jersey Bell estimates the cost of the network to be \$9 million per year. This figure includes costs associated with updating and maintaining the data base. The network cost remains relatively constant; there may be a slight fluctuation depending on the number of public safety answering points.

The cost for the terminal equipment is dependent upon the number of public safety answering points that will be established. If there are 40 PSAPs, the cost is estimated to be \$1 million per year. If there are 235 PSAPs, the cost is estimated to be \$6 million per year. With 567 PSAPs, the cost grows to \$12 million per year.

The network portion consists of the switching equipment, the trunk system, the database operation, and connections to the PSAP. The terminal equipment refers to the equipment located at the PSAP which is needed to receive and/or record voice and data communications from the enhanced 9-1-1 network.

III. FIRST PHASE WORK OF THE COMMISSION

A. Business Meetings

The Commission held its organizational meeting on August 12, 1986. Assemblyman Mazur was elected chairman of the commission and S. Robert Miller was elected vice-chairman. In addition to the organizational meeting, the Commission held business meetings on October 22 and November 12, 1986.

B. Subcommittee

At the October 22 business meeting, a subcommittee was formed to draft legislation incorporating amendments to Senate Bill No. 3139 of 1985 that had been approved by the Commission members. Chairman Mazur appointed the following Commission members to serve with him on the subcommittee: Senator Daniel Dalton; Assemblywoman Kathleen Donovan; S. Robert Miller; Col. Clinton Pagano; Charles Newcomb; and Fred D. D'Alessio. The proposed legislation to be recommended to the Governor and the Legislature was drafted by the subcommittee on October 29, 1986. The full Commission approved the draft, with minor revisions, at the November 12 business meeting.

C. Public Hearings

The Commission held three public hearings, one each in the northern, central and southern areas of the State, in order to provide a forum for public discussion of all the issues concerning the implementation of a Statewide enhanced 9-1-1 emergency telephone system. The public hearings took place on September 10, 1986 at Camden County College in Blackwood; on September 24, 1986 at the State House Annex in Trenton; and on October 8, 1986 at the City Council Chamber in Paterson.

Transcripts were made of each public hearing. John DePaola of New Jersey Bell Telephone made a short presentation at each hearing to explain the operation of an enhanced 9-1-1 emergency telephone system. Many speakers, representing a wide variety of groups, made presentations to the Commission. State agencies, police and fire departments, rescue squads, local officials, sheriff's offices, interest groups and private citizens were represented.

Various topics were discussed at the hearings. The majority of witnesses seemed to agree that a statewide enhanced 9-1-1 system would benefit the citizens of the State by saving lives and property. Witnesses expressed great interest in the number and possible location of public safety answering points (PSAPs) to be established as part of a statewide enhanced 9-1-1 system. Speakers were also concerned with whether the funding to establish and maintain such a system should be the responsibility of the State, counties, or municipalities.

Several witnesses commented on the placement of the public service answering points in an enhanced 9-1-1 system. Some were concerned that they may lose the ability to dispatch their jurisdiction's police, fire and ambulance services if their jurisdiction does not serve as a PSAP. There seemed to be consensus that the dispatch services of a particular jurisdiction should be autonomous and continue to function as they presently do, even if that jurisdiction does not serve as a PSAP.

Some witnesses felt that a statewide enhanced 9-1-1 system should be funded by a telephone user surcharge. But a representative from New Jersey Bell Telephone Co. disagreed. He said it was the telephone company's position that such a surcharge was unfair because it would be imposed only on telephone subscribers. This is tantamount to billing utility customers for a public service, he said. He further noted that an independent panel of New Jersey Bell consumers unanimously opposed imposition of a telephone surcharge bill as a means of funding an enhanced 9-1-1 system. The panel felt that such a state-mandated service should be funded by taxes, he said.

The New Jersey Bell representative and other witnesses agreed, however, that certain costs should be borne by the state and others by the jurisdictions that elect to become a PSAP. The New Jersey Bell representative stated that local funding of the PSAPs would preserve local autonomy while providing cost-effective service. Other witnesses agreed with this position.

Several witnesses discussed the advantages of an enhanced 9-1-1 system. They pointed out that because the number 9-1-1 is easy to remember and dial, the system is particularly advantageous for the sick, elderly, children, non-English-speaking people, tourists or those who are unsure of their exact location. Witnesses spoke of emergency help provided to persons who were too ill to speak and children who did not know their addresses but who had been taught to dial 9-1-1 in an emergency.

Witnesses involved in the delivery of emergency medical services stated that an enhanced 9-1-1 system will save lives by reducing response time. One speaker testified, for example, that the time it takes for trained people to reach the patient is a critical survival factor in heart attacks. This speaker also noted that delayed response times are likely to increase the social and economic costs of illness or serious injury.

Witness also noted that in New Jersey there may be dozens of telephone numbers for emergency services in a single county. When an individual dials "0" in an emergency, the operator must ascertain that individual's location and the appropriate emergency service for that location. Witnesses stated that this delay increases response time. Other witnesses pointed out that telephone exchanges in this State are not necessarily confined to one municipality or even one county. Moreover, an individual's mailing address may not reflect his true geographical location. In such instances the telephone operator may direct emergency assistance to the wrong municipality. Witnesses agreed that a statewide enhanced 9-1-1 system would eliminate these problems and improve response time.

Other witnesses testified that the enhanced 9-1-1 system would reduce false alarms, malicious calls, bomb scares and other misuses of the system because the caller's location would be immediately identified.

But another witness pointed out problems in a 9-1-1 system. He said that telephone service is subject to failure, especially during certain

types of general emergencies. If there is no dial tone there is no way to call 9-1-1, he noted. This witness said a backup system is needed in case of telephone failure, particularly in the urban areas. The witness added that some cities with 9-1-1 service have difficulty providing enough people to receive incoming 9-1-1 calls.

Several witnesses expressed concern about the diversity of training that currently can be found among public safety dispatchers. An official from the State Department of Health recommended that any legislation released by the Commission require State certification of dispatchers based upon a U.S. Department of Transportation curriculum. One witness felt that dispatchers should receive more medical training so that they would be better able to prioritize calls for assistance.

D. Maryland Visit

On November 6, 1986 Chairman Mazur, commission staff, and Commission members Domenick Cotroneo and Winnie Hartvigsen visited the Baltimore Police Department and observed that city's enhanced 9-1-1 system in operation. They also received orientation on the technical aspects of the system, the training of 9-1-1 call takers, and funding of the system.

IV. DISCUSSION OF RECOMMENDED LEGISLATION

The recommendations of the Emergency Response System Study Commission for the implementation of an enhanced 9-1-1 emergency telephone system are embodied in the proposed legislation included as the following section of this report. The major features of this legislation are as follows:

A. Establishment of a 9-1-1 Commission

A 9-1-1 Commission would be established in, but not of, the Department of Law and Public Safety with overall authority to implement and administer the enhanced 9-1-1 system. The 9-1-1 Commission would be independent of any other division in that department because the proposed enhanced 9-1-1 service involves all aspects of emergency services--police, fire, and ambulance. The commission would be composed of two members of the Senate, not of the same political party, appointed by the President of the Senate; two members of the General Assembly, not of the same political party, appointed by the Speaker of the General Assembly; and 19 additional members, representing interested organizations and government agencies, appointed by the Governor with the advice and consent of the Senate.

The 9-1-1 Commission and the telephone companies would be responsible for planning, designing, implementing, and coordinating the statewide enhanced 9-1-1 system. The Commission would establish technical and operational standards for the establishment and maintenance of the PSAPs. Furthermore, the Commission would be authorized to adopt standards for the training and certification of call-takers and public safety dispatchers.

To generate awareness of the 9-1-1 emergency telephone service, the 9-1-1 Commission would also be directed to plan, implement and coordinate a statewide public education program. The 9-1-1 Commission would be required to report annually to the Legislature by February 15th.

B. Role of the Counties

Each county would be required to appoint a 9-1-1 coordinator to oversee 9-1-1 activities within that county. Each county would be responsible for submitting to the 9-1-1 Commission a plan for the implementation of enhanced 9-1-1 service throughout that county. The county would work with its municipalities, local public safety agencies and representatives of the State Police in developing this plan. The county would be responsible for ensuring that all the necessary plans are completed and that schedules are met in connection with the PSAPs. The counties would be directed to permit any existing PSAP to continue to operate within the guidelines of the legislation.

C. Proposed Timetable

The telephone companies would be required to make a good faith effort to provide enhanced 9-1-1 service within three years of the effective date of the legislation, in accordance with a timetable approved by the 9-1-1 Commission.

Each municipality, group of municipalities or county operating as a PSAP would be required to be ready to establish and operate a PSAP utilizing enhanced 9-1-1 features within three years of the effective date of the legislation. The date of implementation, however, would be governed by a schedule approved by the 9-1-1 Commission.

D. Relationship Between the PSAPs and Dispatch Services

Each PSAP would be capable of forwarding or dispatching requests for police, fire, ambulance, or other emergency services to the agency that provides the requested service. A jurisdiction which did not serve as a PSAP would be permitted to retain its dispatch functions if desired.

E. Liability of the Telephone Companies and PSAPs

No liability would be incurred by any telephone company or PSAP for the release of the information specified in the legislation, including non-published telephone numbers, or for the failure of any equipment or procedure in connection with the enhanced 9-1-1 service. Furthermore, no liability would be incurred by any telephone company or PSAP for any act or omission of an act committed while training for or rendering PSAP services in good faith and in accordance with the legislation.

F. Funding of the Enhanced 9-1-1 Telephone System

All costs associated with the installation, operation and maintenance of the statewide enhanced 9-1-1 network would be billed to and paid by the State. This cost is estimated to be \$9 million annually. To provide the necessary funding for the 9-1-1 network, the legislation would remove the present State sales tax exemption on the sale or lease of telephone equipment used by businesses and consumers. The Office of Legislative Services estimates this change would yield \$20 million to \$30 million in additional revenue annually. A constitutional amendment is proposed to dedicate a portion of these revenues to defray the annual cost of the 9-1-1 network. A "9-1-1 Emergency Telephone System Account" would be established in the General Fund for the receipt and expenditure of these revenues.

The Emergency Response System Study Commission recommends that any difference between the annual cost of the 9-1-1 network and the additional revenues raised by the sales tax exemption be appropriated by a subsequent legislative initiative for aid to municipalities which have experienced a shortfall in business personal property tax revenues caused by the divestiture of the American Telephone and Telegraph Co.

It would be the responsibility of the operators of the PSAP -- whether municipalities, groups of municipalities, or the county -- to provide the necessary funding for the cost of obtaining, operating, and maintaining the enhanced 9-1-1 termination equipment. These costs are estimated to be \$6 million for 235 PSAPs and could increase or decrease depending on the number of PSAPs. The purchase, lease or rent, and maintenance cost of this equipment would be exempted from all statutory limitations on local expenditures or taxes. All costs associated with the installation, operation, and maintenance of the PSAP would be paid for by the PSAP.

V. RECOMMENDED LEGISLATION

AN ACT providing for Statewide emergency, enhanced 9-1-1

telephone system, establishing a Commission to implement the system, removing the exemption of certain telephones from the Sales and Use Tax Act for the purpose of financing a portion of the system, amending P.L. 1980, c. 105 and supplementing title 48 of the Revised Statutes.

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

1. As used in this act:

a. "Automatic Number Identification (ANI)" means an enhanced 9-1-1 service capability that enables the automatic display of the seven digit number used to place a 9-1-1 call;

b. "Automatic Location Identification (ALI)" means an enhanced 9-1-1 service capability that enables the automatic display of information defining the geographical location of the telephone used to place a 9-1-1 call;

c. "Commission" means the 9-1-1 Commission created by section 2 of this act;

d. "County 9-1-1 Coordinator" means the County 9-1-1 Coordinator created by section 3 of this act;

e. "Enhanced 9-1-1 Network" means the switching equipment, trunk system, database operation and connections to the PSAP.

f. "Enhanced 9-1-1 network features" means those features of selective routing which have the capability of automatic number and location identification;

g. "Enhanced 9-1-1 service" means a service consisting of telephone network features and public safety answering points provided for users of the public telephone system enabling the users to reach a public service answering point by dialing the digits "9-1-1." The service directs 9-1-1 calls to appropriate public safety answering points by selective routing based on the location from which the call originated and provides for automatic number identification and automatic location identification features;

h. "Enhanced 9-1-1 termination equipment" means the equipment located at the PSAP which is needed to receive and/or record voice and data communications from the enhanced 9-1-1 network.

i. "Public safety agency" means a functional division of a municipality, a county, or the State which dispatches or provides law enforcement, fire fighting, emergency medical services, or other emergency services;

j. "Private safety agency" means any entity, except a municipality or a public safety agency, providing emergency medical services, fire fighting, or other emergency services;

k. "Public safety answering point (PSAP)" means a facility, operated on a 24-hour basis, assigned the responsibility of receiving 9-1-1 calls and, as appropriate, directly dispatching emergency response services, or transferring or relaying emergency 9-1-1 calls to other public safety agencies.

A public safety answering point is the first point of reception by a public safety agency of 9-1-1 call and serves the jurisdictions in which it is located or other participating jurisdictions;

l. "Selective routing" means the method employed to direct 9-1-1 calls to the appropriate public safety answering point based on the location from which the call originated.

m. "Telephone Company" means the organization that provides switched local telephone exchange access service.

2. a. There is established in but not of the Department of Law and Public Safety a 9-1-1 Commission consisting of twenty-three members. The commission shall consist of: two members of the Senate, appointed by the President of the Senate, who shall not be both of the same political party; two members of the General Assembly, appointed by the Speaker of the General Assembly, who shall not be both of the same political party; and 19 members appointed by the Governor with the advice and consent of the Senate, as follows: one representative from the State Attorney General's Office; one representative from the State Board of Public Utilities; one representative from the New Jersey League of Municipalities; one representative from the State Police; one representative from the State Bureau of Fire Safety; one representative from the State Office of Emergency Medical Services; one representative from the State Office of Emergency Management; one representative from the New Jersey Police Chief's Association; one representative from the New Jersey Firemen's Association; one representative from the New Jersey First Aid Council; one representative from

the Associated Public Safety Communications Officers (APCO); one representative from New Jersey Bell; one representative of the independent telephone companies; two members representing county-wide dispatch; two members representing multi-municipal public safety dispatch who serve more than one, but less than five municipalities; and two members representing municipal public safety dispatch centers.

The members of the Senate and General Assembly appointed to the commission shall serve for terms which shall be for the legislative session for which they were elected. Of the nineteen members first appointed by the Governor with the advice and consent of the Senate, seven shall be appointed for terms of three years, six shall be appointed for terms of two years, and six shall be appointed for terms of one year. Thereafter, members of the 9-1-1 Commission, except as provided above for members of the Legislature, shall be appointed for terms of three years. Vacancies on the commission shall be filled in the same manner as the original appointments but for the unexpired terms. Members may be removed by the appointing authority for cause. The initial members shall be appointed within 60 days of the effective date of this act. The Commission shall have the authority to establish subcommittees as it deems appropriate to carry out the functions of this act.

b. The Commission and the telephone companies shall cooperatively plan, design, implement, and coordinate the Statewide emergency E9-1-1 telephone system to be established pursuant to this act and shall further explore ways to maximize the reliability of the system. All municipalities shall participate in this system.

c. The Commission shall establish technical and operational standards for the establishment of public safety answering points which utilize enhanced 9-1-1 network features in accordance with the provisions of this act within 180 days of the effective date of this act. Those responsible for PSAP creation and management shall comply with the standards in the design, implementation and the operation of public safety answering points. These standards shall include the training and certification or the adoption of a training and certification program for call-takers and public safety dispatchers. The Commission may inspect each public safety answering point to determine if it meets the requirements of this act and the technical and operational standards established pursuant to this section.

d. The Commission shall determine the annual cost of the installation, operation and maintenance of the enhanced 9-1-1 network in order that a sufficient amount of revenue shall be credited to the account established pursuant to section 12 of this act.

e. The Commission shall submit a report to the Legislature not later than February 15th, annually, concerning its progress in carrying out the purpose of this act.

3. Each county shall appoint a County 9-1-1 Coordinator who shall coordinate the 9-1-1 activities within his county in accordance with this act and standards developed pursuant to this act.

4. Every good faith effort shall be made on the part of telephone companies providing service within the State, to provide, within three years of the effective date of this act, enhanced 9-1-1 service to include selective routing, automatic number identification and automatic location identification features as a tariffed service package in compliance with a time schedule approved by the Commission. This date requires the full cooperation of all municipalities in providing data for the ALI feature and strict adherence to the schedule created in section 5 of this act. Each county shall serve as the designated entity to ensure that all necessary plans are completed and time schedules met in connection with the establishment of PSAPs.

5. a. Each county shall be responsible for coordinating and submitting a plan for the implementation of enhanced 9-1-1 service throughout the county. This shall be accomplished through joint meetings between the county, the municipalities, the local public safety agencies, and representatives of the State Police. The plan will specify the number and locations of the PSAPs, the membership of each PSAP and the organizational characteristics of each PSAP. Any PSAP presently existing may continue to operate within the guidelines of this legislation.

b. Within one year from the effective date of this act, each County shall submit an enhanced 9-1-1 service utilization plan to the Commission for its review and approval. The Commission shall review each plan to determine if it meets the requirements of this act and the technical and operational standards established pursuant to section 2 of this act.

c. Each municipality, group of municipalities. or county operating as a single public safety answering point shall, within three years of the effective date of this act, be ready to establish and operate a public safety answering point which utilizes enhanced 9-1-1 network features. Actual implementation shall depend on, and be in compliance with, a time schedule or cutover schedule approved by the Commission.

d. No provision of this act shall be construed to prohibit or force in any manner the formation of multi-agency, multi-jurisdictional, county-wide, or regional public safety answering points. However, the formation of such public safety answering points that serve groups of municipalities are encouraged in the interest of cost and administration.

6. a. Each public safety answering point shall be capable of dispatching or forwarding requests for law enforcement, fire fighting, emergency medical services, or other emergency services to a public or private safety agency that provides the requested services.

b. Each public safety answering point shall be equipped with a system approved by the Commission for the processing of requests for emergency services from the physically disabled. No person shall connect to a telephone company's network any automatic alarm or other automatic alerting device which causes the number "9-1-1" to be automatically dialed and which provides a prerecorded message in order directly to access emergency services, except for devices which may be approved by the Commission. The devices approved by the Commission shall be registered with the Commission on forms provided by the Commission.

c. Each public safety answering point shall be responsible for obtaining, operating, and maintaining enhanced 9-1-1 termination equipment. The operations and maintenance of this equipment shall be in accordance with standards set forth by the Commission pursuant to section 2. of this act. The purchase, lease, or rent and associated maintenance cost of this equipment shall be exempted from all tax caps.

7. a. A public safety agency which receives a request for emergency service outside of its jurisdiction shall promptly forward the request to the public safety answering point or public safety agency responsible for that geographical area. Any emergency unit dispatched to a location outside its jurisdiction in response to such a request shall render service to the requesting party until relieved by the public safety agency responsible for that geographical area.

b. Municipalities may enter into written cooperative agreements to carry out the provisions of subsection a. of this section.

8. a. Whenever possible and practicable, telephone companies shall forward to jurisdictional public safety answering points via enhanced 9-1-1 package features, the telephone number and street address of any telephone used to place a 9-1-1 call. Subscriber information provided in accordance with this section shall be used only for the purpose of responding to emergency calls or for the investigation of false or intentionally misleading reports of incidents requiring emergency service.

b. No telephone company, public safety answering point, or agents of a telephone company or PSAP, shall be liable to any person who uses the enhanced 9-1-1 service established under this act for release of the information specified in this section, including non-published telephone numbers, or for failure of any equipment or procedure in connection with the enhanced 9-1-1 service or for any act or the omission of an act committed while in the training for or in rendering PSAP services in good faith and in accordance with this act.

9. The Board of Public Utilities shall include capital expenditures by a telephone company for the enhanced 9-1-1 network in the company's rate base for purposes of rate-making and recurring costs and initial nonrecurring costs as operating costs of the company for those purposes. The telephone companies shall have the flexibility to adjust the charges associated with enhanced 9-1-1 on an annual basis to reflect current operating conditions.

10. a. As enhanced 9-1-1 service becomes available, all coin and credit card telephones whether public or private within areas served by enhanced 9-1-1 service shall be converted to dial tone first capability, which shall allow a caller to dial 9-1-1 without first inserting a coin or any other device. On each converted telephone, instructions on how to access the enhanced 9-1-1 system shall be prominently displayed.

b. The Commission shall also plan, implement, and coordinate a statewide public education program designed to generate immediate, ubiquitous awareness of 9-1-1 emergency telephone service. Advertising and display of 9-1-1 shall be in accordance with standards established by the Commission. Funds for advertising may be included in the network cost.

11. a. All costs associated with the installation, operation and maintenance of the statewide enhanced 9-1-1 network shall be billed to and paid by the State of New Jersey. Payment of such costs shall be facilitated through added revenue that will accrue to the General Fund by removing the exemption of certain telephone equipment from the sales and use tax as outlined in section 12 of this act.

b. All costs associated with the installation, operation, and maintenance of the PSAP shall be paid by the PSAP. It shall be the responsibility of the operators of the PSAP (i.e., municipalities, groups of municipalities or the county) to provide the necessary funding.

12. a. There is hereby established in the General Fund an account entitled the "9-1-1 Emergency Telephone System Account." The State Treasurer shall credit to this account any amount of telephone equipment Sales and Use Tax revenue collected pursuant to section 15 of this act as may be designated by law; all moneys appropriated and made available by the Legislature for inclusion therein; any other moneys made available, which the treasurer shall determine to meet the purposes set forth in subsection b. of this section; all moneys earned through the prudent investment or reinvestment by the Director of the Division of Investments of funds not immediately required or disbursed.

b. Funds in the 9-1-1 Emergency Telephone System Account shall be expended for costs incurred in the installation, operation and maintenance of the statewide enhanced 9-1-1 network according to the provisions of this act. Funds shall be released from the account by the treasurer when the Commission has reviewed and approved the expenditures and determined that they meet the purposes of this act.

c. Charges for the network shall accrue coincident with the availability of the network to a particular municipality.

13. a. The Attorney General may, at the request of the commission, or on his own initiative, institute civil proceedings against any appropriate party to enforce the provisions of this act.

b. The Attorney General, subject to the review and approval of the commission, shall promulgate such rules and regulations in accordance with the "Administrative Procedure Act," P.L. 1968, c. 410 (C. 52:14B-1 et seq.) as he deems necessary to effectuate the purpose of this act.

14. Any person who violates the provisions of this act shall be subject to a penalty of \$200.00 for the first offense and \$500.00 for each subsequent offense. If the violation of this act is of a continuing nature, each day during which it continues shall constitute a separate offense for the purpose of this section. The penalty shall be collected and enforced by summary proceedings under "the penalty enforcement law." N.J.S. 2A:58-1 et seq.

15. Section 25 of P.L. 1980, c. 105 (C. 54:32B-8.13) is amended to read as follows:

25. Receipts from the following are exempt from the tax imposed under the Sales and Use Tax Act:

a. Sales of machinery, apparatus or equipment for use or consumption directly and primarily in the production of tangible personal property by manufacturing, processing, assembling or refining:

b. Sales of machinery, apparatus or equipment for use or consumption directly and primarily in the production, generation, transmission or distribution of gas, electricity, refrigeration, steam or water for sale or in the operation of sewerage systems;

c. Sales of telephone lines, cables, central office equipment or station apparatus, or other machinery, equipment or apparatus, or comparable telegraph equipment, for use directly and primarily by a provider of public switched telecommunications services or telegraph communications services ~~transmitting and switching~~ in processing [receiving at destination or initiating] telephone or telegraph [communication] communications and sales of station apparatus for use by a provider of public switched telecommunications services or telegraph communications services;

d. Sales of machinery, apparatus, equipment, building materials, or structures or portions thereof, used directly and primarily for cogeneration in a cogeneration facility. As used in this subsection, "cogeneration facility" means a facility the primary purpose of which is the sequential production of electricity and steam or other forms of useful energy which are used for industrial or commercial heating or cooling purposes and which is designated by the federal Energy Regulatory Commission, or its successor, as a "qualifying facility" pursuant to the provisions of the "Public Utility Regulatory Policies Act of 1978," Pub. L. 95-617. The Commissioner of the Department of Energy, in consultation with the Director of the Division of Taxation, shall adopt, pursuant to the "Administrative Procedure Act," P. L. 1968, c. 410 (C. 52:14B-1 et seq.), rules and regulations establishing technical specifications for eligibility for the exemption provided in this subsection.

The exemptions granted under this section shall not be construed to apply to sales, otherwise taxable, of machinery, equipment or apparatus whose use is incidental to the activities described in subsections a., b., c., and d. of this section.

The exemptions granted in this section shall not apply to motor vehicles or to parts with a useful life of one year or less or tools or supplies used in connection with the machinery, equipment or apparatus described in this section.

16. There shall be appropriated from the General Fund \$250,000 to effectuate the purposes of this act.

17. This act shall take effect on the 90th day following enactment.

STATEMENT

This bill provides planning and implementation of the 9-1-1 nationwide "universal" emergency telephone number throughout New Jersey. The concept of a common emergency number was first used in Great Britain in 1937 when "999" was designated as the nationwide emergency reporting number. Several other European countries followed suit with a variety of other designated numbers.

In 1967, the President's Commission in Law Enforcement and Administration of Justice recommended that a single universal number should be established for reporting all emergencies. In 1968, the American Telephone and Telegraph Company (AT&T) announced that they would make the three digits 9-1-1 available for nationwide implementation. On March 9, 1973, the White House's Office of Telecommunication Policy issued a national policy statement which recognized the benefits of 9-1-1 and encouraged its nationwide adoption. It emphasized that 9-1-1 system planning was to remain with state and local governments.

It is not uncommon in New Jersey for a county to have 40 to 80 emergency numbers listed for various emergency services. Our State citizens are confronted with an estimated 1,000 different telephone operators who handle 3,500 calls each day where a person dialed "0" and asked to be connected to an emergency agency. It is apparent that "public access" of our emergency services is woefully inadequate.

New Jersey is one of only two states which excludes business and consumer premises telephone and telegraph equipment from state sales and use tax. This bill would modify the present sales tax exemption on telephone and telegraph equipment so that the tax would be imposed on the sale or lease of equipment purchased or used by businesses and consumers. Purchases of telephone equipment by the telephone companies in providing their services would continue to be exempt from the sales tax as it is considered to be business machinery and the property remains in the local tax base.

This modification of the sales tax is equitable and progressive. Consumers choosing to purchase minimum level service equipment would pay in many instances less than one dollar for the one-time purchase. Purchasers of more decorative and unique telephones such as cordless or cellular phones would pay higher amounts depending upon value. Businesses purchasing highly sophisticated multi-line systems would pay the bulk of the tax. Again, the tax would be on the one-time purchase of these systems.

The Office of Legislative Services estimates this change should produce between \$20 million and \$30 million of added revenue each year based on available data. Under the provisions of this bill all moneys generated thereby will accrue to the General Fund. These additional funds would offset the annual cost of the 9-1-1 system which is estimated to be between \$10 million and \$15 million depending on the number of PSAPs. Any difference between the annual cost of the 9-1-1 network and the additional funds collected could be appropriated by a subsequent legislative initiative for municipalities which have experienced a shortfall in business personal property tax revenues caused by

the divestiture of AT&T. The 9-1-1 termination equipment cost will remain with the public safety answering points as it is throughout New Jersey today.

This act will provide for a single, universal, Statewide 9-1-1 emergency reporting number which will reduce response time to emergencies and save lives. The need for 9-1-1 should be obvious. There is little benefit in providing sophisticated emergency resources if a person dies or property is destroyed while a caller is thumbing through a phone book. The 9-1-1 system as proposed here will simply prevent this by directing the caller's exact telephone number and location.

COMMUNICATIONS AND BROADCASTING

Provides for planning and implementation of the 9-1-1 emergency telephone number throughout the State.

APPENDIX A

ASSEMBLY BILL NO. 4225 OF 1985

New Jersey State Library

[OFFICIAL COPY REPRINT]
ASSEMBLY, No. 4225

STATE OF NEW JERSEY

INTRODUCED NOVEMBER 18, 1985

By Assemblymen MAZUR and BENNETT

AN ACT creating a commission to study and make recommendations concerning the emergency response system in the State of New Jersey, including the provision of enhanced 9-1-1 emergency telephone service, and making an appropriation.

1 BE IT ENACTED *by the Senate and General Assembly of the State*
2 *of New Jersey:*

1 1. The Legislature finds and declares that:

2 a. The provision of emergency services, such as police, fire,
3 rescue and medical services, is a subject which merits study by
4 the Legislature in order to improve and facilitate the provision
5 of these services;

6 b. These services should be provided as part of a coordinated
7 emergency response system in which the State, regional, county
8 and municipal components, as well as volunteer and private en-
9 tities, have appropriate roles to play;

10 c. With current highly sophisticated communications systems
11 already in use in other states, it is appropriate to consider the
12 matter of the creation of an enhanced 9-1-1 emergency telephone
13 system for the State of New Jersey in order to provide the most
14 efficient response to requests for emergency services;

15 d. Therefore, it is in the public interest to create an Emer-
16 gency Response System Study Commission to study and make
17 recommendations concerning appropriate legislation to create a
18 Statewide enhanced 9-1-1 emergency telephone system; and to
19 study and make recommendations concerning the emergency re-
20 sponse system in the State with a view to improving and facili-
21 tating the provision of emergency service, to better coordinating
22 the components of such a system, and to remedying defects in the
23 present system.

EXPLANATION—Matter enclosed in bold-faced brackets [thus] in the above bill
is not enacted and is intended to be omitted in the law.

Matter printed in italics thus is new matter.

Matter enclosed in asterisks or stars has been adopted as follows:

*—Assembly amendments adopted December 6, 1985

1 2. There is created an Emergency Response System Study
 2 Commission to consist of "[15]" "17" members to be appointed as
 3 follows: a. two shall be members of the Senate appointed by the
 4 President thereof, one of whom upon recommendation of the major-
 5 ity Leader thereof and one of whom upon recommendation of the
 6 Minority Leader thereof; b. two shall be members of the General
 7 Assembly appointed by the Speaker thereof, one of whom upon
 8 recommendation of the Majority Leader thereof and one of whom
 9 upon recommendation of the Minority Leader thereof; and c. "[11]"
 10 "13" members appointed by the Governor, with the advice and con-
 11 sent of the Senate, as follows: one representative of the Fire
 12 Fighters' Association of New Jersey, one representative of the New
 13 Jersey First Aid Council, one representative of the American Heart
 14 Association, one representative of the New Jersey Chiefs of
 15 Police Association, one representative of the State Police, two
 16 representatives of the Associated Public-Safety Communications
 17 Officers Inc. (APCO), one representative of the New Jersey Bell
 18 Telephone Company, one representing the independent telephone
 19 companies, one representative of the Board of Public Utilities,
 20 "[and]" one representative of the Governor's Office of Policy and
 21 Planning*, *an elected municipal official, and a member of the Board*
 22 *of Chosen Freeholders of a county**. When appointing the "[11]"
 23 "13" members, due consideration shall be given by the Governor to
 23A the nonpartisan subject matter under consideration by the com-
 23B mission.

24 The initial members shall be appointed within 30 days of the
 25 effective date of this act. All members shall serve without com-
 26 pensation. Vacancies in the membership of the commission shall
 27 be filled in the same manner as the original appointments were
 28 made.

1 3. It shall be the duty of the commission to study and make recom-
 2 mendations concerning: a. appropriate legislation to create a State-
 3 wide enhanced 9-1-1 emergency telephone system; and b. the emer-
 4 gency response system in the State with a view to improving and
 5 facilitating the provision of emergency services, to better coordinat-
 6 ing the components of such a system, and to remedying defects in
 7 the present system.

8 The work of the commission shall be divided into two phases.
 9 The first phase, which shall be completed in not more than "[60]"
 10 "90" days from the organization of the commission, shall consist of
 11 an examination of the matter of the enhanced 9-1-1 emergency tele-
 12 phone system as outlined in the first paragraph of this section. The
 13 commission shall hold at least one public hearing in the northern

14 *~~part of this State and one public hearing in the southern part of~~
 15 ~~the State]~~*, *central and southern parts of this State**, in order to
 16 receive the views of interested parties concerning this matter. **The*
 17 *central part of the State shall encompass the counties of Mercer,*
 18 *Middlesex, Monmouth and Ocean.** The commission shall also con-
 19 sider in its deliberations Assembly Bill No. 3741 of 1985 and Senate
 20 Bill No. 3139 of 1985, and any amendments thereto or substitute
 21 bills therefor proposed by the sponsors. Upon the completion of its
 22 deliberations it shall, within the *~~60-day]~~* *90-day** period, report
 23 its recommendations to the Governor and Legislature with proposed
 23A legislation it recommends for adoption by the Legislature to create
 23B a Statewide enhanced 9-1-1 emergency telephone system.

24 The second phase, which shall not be commenced until the recom-
 25 mendations with proposed legislation under the first phase shall
 26 have been reported to the Governor and Legislature, shall consist
 27 of an examination of the matter of the emergency response system
 28 as outlined in the first paragraph of this section. The commission
 29 shall report its findings and recommendations concerning this
 30 matter to the Governor and the Legislature with any proposed
 31 legislation it may desire to recommend for adoption by the Legisla-
 32 ture no later than *~~six]~~* *nine** months following the initiation of
 33 the second phase.

1 4. The commission shall organize as soon after the appointment
 2 of its members as is practicable. The commission shall elect a chair-
 3 man from among its members and the chairman shall appoint a
 4 secretary who need not be a member of the commission.

1 5. The commission shall be entitled to call to its assistance and
 2 avail itself of the services of such employees of any State, county
 3 or municipal department, board, bureau, commission or agency as
 4 it may require and as may be available to it for its purposes, and
 5 to employ such stenographic and clerical assistance and incur
 6 traveling and other miscellaneous expenses as it may deem
 7 necessary in order to perform its duties, within the limits of funds
 8 appropriated or otherwise made available to it for its purposes.

1 6. The commission may meet and hold hearings at a place or
 2 places it designates during the sessions or recesses of the Legisla-
 3 ture.

1 7. There is appropriated *~~\$45,000.00]~~* *\$35,000.00** to the com-
 2 mission from the General Fund to effectuate the purposes of this
 3 act.

1 8. This act shall take effect immediately and shall expire on the
 2 30th day after the submission by the commission of its report and
 3 recommendations under the second phase of its work.

APPENDIX B

SENATE BILL NO. 3139 OF 1985

SENATE, No. 3139

STATE OF NEW JERSEY

INTRODUCED JUNE 20, 1985

By Senators DALTON and GRAVES

Referred to Committee on Transportation and Communications

AN Act providing for a Statewide emergency, enhanced 9-1-1 telephone system, establishing a commission and a trust fund to implement the system, and supplementing Title 48 of the Revised Statutes.

1 BE IT ENACTED by the Senate and General Assembly of the State
2 of New Jersey:

1 1. As used in this act:

2 a. "Automatic Number Identification (ANI)" means an enhanced
3 9-1-1 service capability that enables the automatic display of the
4 seven digit number used to place a 9-1-1 call;

5 b. "Automatic Location Identification (ALI)" means an enhanced
6 9-1-1 service capability that enables the automatic display of in-
7 formation defining the geographical location of the telephone used
8 to place a 9-1-1 call;

9 c. "Commission" means the 9-1-1 Commission created by section 2
10 of this act;

11 d. "Enhanced 9-1-1 service" means a service consisting of tele-
12 phone network features and public safety answering points pro-
13 vided for users of the public telephone system enabling the users
14 to reach a public service answering point by dialing the digits
15 "9-1-1." The service directs 9-1-1 calls to appropriate public safety
16 answering points by selective routing based on the geographical
17 location from which the call originated and provides the capability
18 for automatic number identification and automatic location iden-
19 tification features;

20 e. "Enhanced 9-1-1 network features" means those features of

21 selective routing which have the capability of automatic number
22 and location identification;

23 f. "Public safety agency" means a functional division of a mu-
24 nicipality, a county, or the State which dispatches or provides
25 law enforcement, fire fighting, emergency medical services, or other
26 emergency services;

27 g. "Private safety agency" means any entity, except a munici-
28 pality or a public safety agency, providing emergency medical
29 services, fire fighting, or other emergency services;

30 h. "Public safety answering point (PSAP)" means a facility,
31 operated on a 24-hour basis, assigned the responsibility of receiv-
32 ing 9-1-1 calls and, as appropriate, directly dispatching emergency
33 response services, or transferring or relaying emergency 9-1-1
34 calls to other public safety agencies. A public safety answering
35 point is the first point of reception by a public safety agency of
36 a 9-1-1 call and serves the jurisdictions in which it is located or
37 other participating jurisdictions;

38 i. "Selective routing" means the method employed to direct 9-1-1
39 calls to the appropriate public safety answering point based on
40 the geographical location from which the call originated.

1 2. a. There is established a 9-1-1 Commission, consisting of 21
2 members appointed by the Governor, with the advice and consent
3 of the Senate, as follows:

4 (1) One representative from the State Attorney General's Office;

5 (2) One representative from the Governor's Office of Policy and
6 Planning;

7 (3) One representative from the State Board of Public Utilities;

8 (4) One representative from the New Jersey League of Munici-
9 palities;

10 (5) One representative from the State Police;

11 (6) One representative from the Office of the State Fire Marshal;

12 (7) One representative from the State Office of Emergency
13 Medical Services;

14 (8) One representative from the State Office of Emergency
15 Management;

16 (9) One representative from the New Jersey Police Chief's
17 Association;

18 (10) One representative from the New Jersey Fire Chief's
19 Association;

20 (11) One representative from the New Jersey First Aid Council;

21 (12) One representative from the Associated Public Safety
22 Communications Officers (APCO);

23 (13) One representative from the State Public Advocate's Office;

24 (14) One representative from New Jersey Bell;

25 (15) One member representing the independent telephone com-
26 panies;

27 (16) Two members representing countywide dispatch;

28 (17) Two members representing multi-municipal public safety
29 dispatch who serve more than one, but less than five municipalities;
30 and

31 (18) Two members representing municipal public safety dispatch
32 centers.

33 Each member shall serve for a term of three years or until the
34 member's successor has been appointed and qualified. The initial
35 members shall be appointed on or before October 1, 1985. The
36 commission shall have the authority to establish subcommittees as
37 it deems appropriate to carry out the functions of this act.

38 b. The commission shall plan, design, implement, and coordinate
39 the Statewide emergency E9-1-1 telephone system to be established
40 pursuant to this act.

41 c. The commission, in consultation with the Board of Public
42 Utilities, telephone companies, municipalities and public safety
43 agencies, shall establish technical and operational standards for
44 the establishment of public safety answering points which utilize
45 enhanced 9-1-1 network features in accordance with the provisions
46 of this act on or before December 31, 1986. Municipalities shall
47 comply with the standards in the design, implementation and the
48 operation of public safety answering points. The commission may
49 inspect each public safety answering point to determine if it meets
50 the requirements of this act and the technical and operational
51 standards established pursuant to this section.

52 d. The commission shall submit a report to the Legislature not
53 later than February 15th, annually, concerning its progress in
54 carrying out the purpose of this act.

1 3. Every telephone company providing service within the State
2 shall provide, not later than December 31, 1990, selective routing,
3 automatic number identification and automatic location identifica-
4 tion features as a tariffed service in compliance with a time
5 schedule approved by the commission.

1 4. a. On or before December 31, 1986, each municipality or county
2 shall submit a proposed enhanced 9-1-1 service utilization plan to
3 the commission. A copy of each proposed municipal or county plan
4 shall be filed with each telephone company providing service in
5 the municipality for which the plan is proposed. The commission
6 shall review each proposed plan to determine if it meets the re-
7 quirements of this act and the technical and operational standards
8 established pursuant to section 2 of this act.

9 b. On or before December 31, 1987, each municipality shall
10 submit a final enhanced 9-1-1 service utilization plan to the com-
11 mission for its review and approval.

12 c. Each municipality shall, not later than December 31, 1990,
13 establish and operate a public safety answering point which utilizes
14 enhanced 9-1-1 network features.

15 d. No provision of this act shall be construed to prohibit or
16 force in any manner the formation of multi-agency, multi-juris-
17 dictional, countywide, or regional public safety answering points.

1 a. Each public safety answering point shall be capable of dis-
2 patching or forwarding requests for law enforcement, fire fighting,
3 emergency medical services, or other emergency services to a
4 public or private safety agency that provides the requested ser-
5 vices.

6 b. Each public safety answering point shall be equipped with a
7 system approved by the commission for the processing of requests
8 for emergency services from the physically disabled. No person
9 shall connect to a telephone company's network any automatic
10 alarm or other automatic alerting device which causes the number
11 "9-1-1" to be automatically dialed and which provides a prerecorded
12 message in order directly to access emergency services, except for
13 devices which may be approved by the commission and required
14 by a physically disabled person to access a public safety answering
15 point. The devices approved by the commission shall be registered
16 with the commission on forms provided by the commission.

17 c. Each public safety answering point shall be responsible for the
18 operation and maintenance of enhanced 9-1-1 termination equip-
19 ment. The maintenance cost of this equipment shall be exempted
20 from all tax caps.

1 6. a. A public safety agency which receives a request for emer-
2 gency service outside of its jurisdiction shall promptly forward
3 the request to the public safety answering point or public safety
4 agency responsible for that geographical area. Any emergency
5 unit dispatched to a location outside its jurisdiction in response
6 to such a request shall render service to the requesting party
7 until relieved by the public safety agency responsible for that
8 geographical area.

9 b. Municipalities may enter into written cooperative agreements
10 to carry out the provisions of subsection a. of this section.

1 7. Telephone companies shall forward to jurisdictional public
2 safety answering points the telephone number and street address
3 of any telephone used to place a 9-1-1 call. Subscriber information
4 provided in accordance with this section shall be used only for

5 the purpose of responding to emergency calls or for the investi-
6 gation of false or intentionally misleading reports of incidents
7 requiring emergency service. No telephone company or agents of
8 a telephone company shall be liable to any person who uses the
9 enhanced 9-1-1 service established under this act for release of the
10 information specified in this section or for any failure of equipment
11 or procedure in connection with enhanced 9-1-1 service.

1 8. The Board of Public Utilities shall include capital expendi-
2 tures by a telephone company for the network portion of the
3 enhanced 9-1-1 service in the company's rate base for purposes
4 or rate-making and recurring costs and initial nonrecurring costs
5 as operating costs of the company for those purposes.

1 9. a. As enhanced 9-1-1 service becomes available, all coin and
2 credit card telephones whether public or private within areas
3 served by enhanced 9-1-1 service shall be converted to dial tone
4 first capability, which shall allow a caller to dial 9-1-1 without first
5 inserting a coin or any other device. On each converted telephone,
6 a description of the telephone's exact location and instructions
7 on how to access the enhanced 9-1-1 system shall be prominently
8 displayed.

9 b. Advertising and display of "9-1-1" shall be in accordance with
10 standards established by the commission.

1 10. a. A 9-1-1 Trust Fund shall be established for the purpose
2 of providing grants to counties and municipalities to finance the
3 purchase and installation of enhanced 9-1-1 termination equipment
4 under this act. A 9-1-1 fee of 10 cents per month payable at the
5 time when the bills for telephone service are due shall be paid
6 by each subscriber to the switched local exchange access service.

7 b. The Board of Public Utilities shall direct the telephone com-
8 panies to add the 9-1-1 fee to all current bills rendered for switched
9 local exchange access service in the State. The telephone companies
10 shall act as collection agents for the 9-1-1 Trust Fund with respect
11 to the fee, and shall remit all proceeds to the State Treasurer.

12 c. In addition to the 9-1-1 fee imposed by subsection a. of this
13 section, the governing body of each county or municipality may,
14 by ordinance or resolution after public hearing, enact or adopt an
15 additional charge not to exceed 20 cents per month to be applied
16 to all current bills rendered for switched local exchange access
17 service within that county or municipality. The amount of the
18 additional charge may not exceed the cost or maintenance of 9-1-1
19 PSAP termination equipment. Whenever an ordinance or resolu-
20 tion is passed, the county or municipality shall certify the amount
21 of additional charge to the Board of Public Utilities which, on

22 60-day notice, shall direct the telephone companies to add the full
 23 amount of the additional charge to all current bills rendered for
 24 switched local exchange access service in each county or municipi-
 25 pality which imposed that additional charge.

26 d. The telephone companies shall act as collection agents for the
 27 9-1-1 Trust Fund with respect to the additional charges imposed
 28 by each county. Revenues from the additional charge shall be
 29 collected by the telephone companies and remitted monthly to the
 30 State Treasurer for deposit to the 9-1-1 Trust Fund account main-
 31 tained for the county or municipality which imposed the additional
 32 charge.

33 e. Funds collected under section 10 of this act shall not be ex-
 34 pended for personnel.

35 f. The telephone companies shall be entitled to credit against
 36 the proceeds of the 9-1-1 fee to be remitted an amount equal to two
 37 percent of the 9-1-1 fee to cover the expenses of billing, collecting,
 38 and remitting the 9-1-1 fee and additional charges.

39 g. The State Treasurer shall administer the 9-1-1 Trust Fund
 40 subject to the provisions for financial management and budgeting
 41 established by the State Office of Management and Budget. The
 42 Treasurer shall establish separate accounts for the payment of
 43 administrative expenses and for each county within the 9-1-1 Trust
 44 Fund. The income derived from the investment of money in the
 45 fund shall accrue to the fund and the treasurer shall allocate
 46 investment income among the accounts in the fund prorated on the
 47 basis of the total fees collected in each county or municipality.

1 11. a. The Attorney General may, at the request of the com-
 2 mission, or on his own initiative, institute civil proceedings against
 3 any municipality or telephone company to enforce the provisions
 4 of this act.

5 b. The Attorney General, subject to the review and approval
 6 of the commission, shall promulgate such rules and regulations in
 7 accordance with the "Administrative Procedure Act," P. L. 1968.

8 c. 410 (C. 52:14B-1 et seq.) as he deems necessary to effectuate
 9 the purpose of this act.

1 12. Any person who violates the provisions of this act shall be
 2 subject to a penalty of \$200.00 for the first offense and \$500.00
 3 for each subsequent offense. If the violation of this act is of a
 4 continuing nature, each day during which it continues shall con-
 5 stitute a separate offense for the purpose of this section. The
 6 penalty shall be collected and enforced by summary proceedings
 7 under "the penalty enforcement law." (N. J. S. 2A:5S-1 et seq.).

1 13. This act shall take effect on the 90th day following enactment.

STATEMENT

This bill provides planning and implementation of the 9-1-1 nationwide "universal" emergency telephone number throughout New Jersey. The concept of a common emergency number was first used in Great Britain in 1937 when "999" was designated as the nationwide emergency reporting number. Several other European countries followed suit with a variety of other designated numbers.

In 1967, the President's Commission in Law Enforcement and Administration of Justice recommended that a single universal number should be established for reporting all emergencies. In 1968, the American Telephone and Telegraph Company (AT&T) announced that they would make the three digits 9-1-1 available for nationwide implementation. On March 9, 1973, the White House's Office of Telecommunication Policy issued a national policy statement which recognized the benefits of 9-1-1 and encouraged its nationwide adoption. It emphasized that 9-1-1 system planning was to remain with state and local governments.

It is not uncommon in New Jersey for a county to have 40 to 80 emergency numbers listed for various emergency services. Our State citizens are confronted with an estimated 1,000 different telephone numbers to use to reach emergency services. Statewide, telephone operators handle 3,500 calls each day where a person dialed "0" and asked to be connected to an emergency agency. It is apparent that "public access" of our emergency services is woefully inadequate.

This act will provide for a single, universal, Statewide 9-1-1 emergency reporting number which will reduce response time to emergencies and save lives. The need for 9-1-1 should be obvious. There is little benefit in providing sophisticated emergency resources if a person dies or property is destroyed while a caller is thumbing through a phone book. The 9-1-1 system as proposed here will simply prevent this by directing the caller to the proper emergency agency and pinpointing the caller's exact telephone number and location.
