August 15, 2023

To the Great and General Court of the Commonwealth of Massachusetts:

On behalf of the State 911 Department (Department), I am pleased to issue our Annual Report for Calendar Year 2022. The last Annual Report for Calendar Year 2018 was submitted on September 19, 2019. During the COVID-19 pandemic, the Department did not submit an Annual Report. However, for each fiscal year in that time period between April 2020 and May 2023, the Department did file a report to the Department of Telecommunications and Cable (DTC) on the financial condition of the enhanced 911 fund in accordance with Massachusetts General Laws, Chapter 6A, Section 18H(b). These reports detailed Department programs and projects for each fiscal year in that period. Each of those reports and the DTC Order on those reports can be found by clicking on to the links contained in footnote 1 below.¹ This Annual Report contains an overview of the enhanced 911 program, specific information about agency activities for Calendar Year 2022, and a grant expenditure report by community for Fiscal Years 2021 and 2022.²

¹ FY19: <u>https://www.mass.gov/doc/dtc-19-2-state-911-department-petition/download;</u> <u>https://www.mass.gov/doc/dtc-19-2-state-911-department-final-order/download</u>

FY 20: <u>https://www.mass.gov/doc/dtc-20-1-state-911-department-petition/download;</u> <u>https://www.mass.gov/doc/dtc-20-1-final-order/download</u>

FY21: <u>https://www.mass.gov/doc/dtc-21-3-state-911-department-petition/download;</u> <u>https://www.mass.gov/doc/dtc-21-3-final-order/download</u>

FY22:<u>https://www.mass.gov/doc/dtc-22-1-state-911-department-petition/download;</u> https://www.mass.gov/doc/dtc-22-1-state-911-dept-final-order/download

² The three-year expenditure report for FY 2021 was due last year. The Department has included that report here as well as one for FY 2022.

On July 31, 2008, the Legislature passed, and the Governor signed into law Chapter 223 of the Acts of 2008 (or Chapter 223) that, amongst other things, changed the name and organizational structure of the agency, which from 1991 up to that date had been known as the Statewide Emergency Telecommunications Board (SETB). In its place, Chapter 223 created the Department and the State 911 Commission.

The Department is within the Executive Office of Public Safety and Security (EOPSS) and has the authority and responsibility to direct the day-to-day administration of the statewide enhanced 911 system. It has its own budgetary authority. The Department and its programs and projects are funded solely through a monthly surcharge imposed on any device that can access the 911 system. The monthly surcharge for 2022 was \$1.50.

The Massachusetts statewide enhanced 911 system is one of the largest systems per capita in the United States. A person dialing 911 from anywhere in the Commonwealth is automatically connected to the Public Safety Answering Point (PSAP) handling emergencies in that area. The system provides the phone number and address of the telephone used to make the emergency call (wireline calls) or the phone number and approximate location of the caller (wireless calls), along with dispatching data for local police, fire and ambulance services. PSAP personnel dispatch, either directly or indirectly, emergency response services based upon the needs of the caller. The Next Generation 911 (NG911) system in the Commonwealth was enhanced to now provide text to 911 communication for its citizens and visitors.

The State 911 Commission, also within EOPSS, consists of 22 members and is charged with providing strategic oversight and guidance to the Department, and in all matters regarding enhanced 911 service.³ The State 911 Commission is also charged with approving all formulas, percentages, guidelines, or other mechanisms used to distribute grants, all major contracts that the Department proposes to enter into for enhanced 911 services, and all regulations and standards proposed by the Department.

Chapter 223 directed the Department to review and assess new communications technologies that may include, but are not limited to, wireless, video, broadband, and IP enabled applications that may serve as the NG911 technology platforms, consistent with Federal Communications Commission decisions and federal law. In August 2014, the Department entered into a contract with General Dynamics Information Technology, Inc. (GDIT) to provide a comprehensive, end-to-end, fully featured, standards based NG911 system to replace the previous enhanced 911 system. Calendar year 2018 was the first full year that this new NG911 system was deployed and operating. In December 2018, the NG911 system began to provide texting to 911 without picture and video. In 2019, the contract for the provision of the NG911 system was assigned from GDIT to Comtech. That contract remains in effect through August 3, 2024. The NG911 system in place in Massachusetts is the largest i3 end-to-end fully integrated next generation core service (NGCS), ESinet, logging and recording, and hosted call handling system in the United

³ Chapter 177 of the Acts of 2022 added three new members to the State 911 Commission; the Commissioner of the Department of Mental Health; a representative of the Association for Behavioral Healthcare, Inc, with experience delivering psychiatric emergency services; and an individual with lived experience with behavioral health conditions and interactions with police.

States. Massachusetts has among the most PSAPS per capita and area, which makes it one of the largest and most complex NG911 systems in the country.

Chapter 223 also directed the Department to undertake a 911 regionalization effort through an incentive grant program. Pursuant to that Chapter, the Department continues its regionalization efforts to reduce the number of PSAPs in the Commonwealth and enhance public safety. In calendar year 2022, the Department regionalized an additional two (2) PSAPs. This coupled with the twenty-two (22) for calendar years 2019 – 2021 brings the total number of PSAPs regionalized to twenty-four (24) since the last Annual Report filed for 2018.

In 2022 the Department, along with EOPSS and the Statewide Interoperability Coordinator, endeavored to implement a telecommunicator emergency response taskforce (TERT) in Massachusetts. The TERT program is designed to support PSAPs requiring assistance. TERT was implemented in the Commonwealth on December 1, 2022.

During the COVID-19 pandemic, in March 2020 the Department took action to ensure that PSAPs continued staffing with certified telecommunicators. The Department provided PSAPs with financial assistance and made personal protection equipment available upon request. In addition, all PSAPs were asked to identify in-house trainers and were then provided with training materials and instructions in order to certify new 911 telecommunicators in-house in order to ensure that PSAPs were properly staffed, and 911 calls were answered. In September 2020, the Department began providing all of our training certifications virtually with Department trainers presenting on a live virtual platform. The virtual training continued until October 2021.

Finally, the Department expresses much gratitude and appreciation to all PSAPs and their telecommunicators in the Commonwealth for their efforts and commitment during the COVID-19 pandemic. All stayed in operation during this trying period, with some who experienced a COVID-19 exposure, requiring their calls to be transferred to an alternate PSAP until they could get back to business safely. The Department, and the citizens and visitors of the Commonwealth thank you!

Sincerely,

FRANK POZNIAK *Executive Director* The 2022 State 911 Commission members were:

Terrence Reidy – Chairman Secretary of the Executive Office of Public Safety and Security Designee: Kerry Collins Undersecretary for Forensic Sciences and Technology, Executive Office of Public Safety and Security

Curtis M. Wood, Secretary Executive Office of Technology and Technical Services Designee: Matt Moran, Assistant Secretary

Christopher Mason, Colonel

Department of State Police

Designee: Matt Barstow, Director of Communications

Peter Ostroskey State Fire Marshal

Department of Fire Services

Designee: David Clemons, Director of Operations

Michael Cox, Police Commissioner

Boston Police Department

Designees:

Carman Curry, Deputy Superintendent Christopher Markunas, Director of Quality Assurance Dispatch Operations Shawn Romanoski, Director of Communications

Mary McCauley, Director *Massachusetts Office on Disability* Designee: Jeffrey Dougan/Evan George, Supervisors

Monica Bharel, Commissioner

Department of Public Health

Designees: Scott Cluett, Director, Office of Emergency Medical Services Jennifer Barrelle, Chief of Staff

Opeoluma Sotonwa, Commissioner *Massachusetts Commission for Deaf/Hard of Hearing* Designee: Jonathon O'Dell, Assistive Technology Manager

Brooke Doyle, Commissioner Department of Mental Health

Christopher Delmonte, Bridgewater Police Chief Massachusetts Chiefs of Police Association

Michael Murphy, Lieutenant, Brookline Police Department Massachusetts Police Association Kyle Heagney, Attleboro Police Chief Massachusetts Major City Police Chiefs Association

Timothy Bradshaw, Taunton Fire Chief Massachusetts Fire Chiefs Association

Michael Kelleher, Foxborough Police Chief Massachusetts Fire Chiefs Association

Ralph Dowling, Captain, Boston Fire Department Professional Fire Fighters of Massachusetts

James Cummings, Barnstable County Sheriff Massachusetts Sheriffs Association

James Boudreau, Scituate Town Manager Massachusetts Municipal Association

Richard Patterson, Dracut Deputy Fire Chief Massachusetts Emergency Medical Care Advisory Board

Stacey Harren Massachusetts Ambulance Association

Steven Hooke, Holbrook Emergency Management Director (Vice-Chair) Massachusetts Communications Supervisors Association

Vacant Association for Behavioral Healthcare, Inc.

Vacant Individual Experienced with Behavioral Heath Conditions and Interactions with Police

2022 State 911 Department Employees: The total number of Department employees at the end of calendar year was 111. The Department managers are as follow:

Frank Pozniak (Executive Director) Normand Fournier II (Deputy Executive Director) Dennis Kirwan (General Counsel) Karen Robitaille (Fiscal Division Director) Shahri Moin (911 Systems Division Director) Monna Wallace (Programs Division Director) Joseph Crean (Director of Special Projects) Ana Alves (Human Resources Manager) Alyson Dell Isola, (PSAP Operations Division Director) Kristina Morin (Deputy Director, PSAP Operations-Framingham) Christopher Ryan (Deputy Director, PSAP Operations-North Shore Regional 911 Center) Lee Delp (Operations Manager, PSAP Operations-North Shore Regional 911 Center)

OVERVIEW

Since 1991, the SETB, and now the Department, has implemented and managed wireline and wireless enhanced 911 service for all 351 municipalities in the Commonwealth. These services are provided through PSAPs, which by the end of 2022 totaled 212 in the Commonwealth. The Department directly provides network, database, customer premises equipment (CPE), maintenance, training and support services, and grant funding to these PSAPs.

The Department has established technical and operational standards to ensure accurate and timely responses to enhanced 911 calls. In 2022, the Department initiated an effort to revise such standards and has trained thousands of dispatchers and call-takers in the nationally accepted method of answering enhanced 911 calls. In late 2006, the PSAP training grant was established to reimburse PSAPs for a portion of their training costs. The Department utilized this grant to provide up to date training in 2022. In 2008, pursuant to Chapter 223 of the Acts of that year, the Department expanded its grant programs to provide personnel and equipment support to PSAPs across the Commonwealth, and to encourage regionalization of the PSAPs.

Finally, the Department continued with the administration of the Disability Access Program that provides telecommunication relay service, captioned telephone relay service, and specialized customer premises equipment distribution service to persons with disabilities in the Commonwealth.

FUNDING

The Department's budget in Fiscal Year (FY) 2022 (July 1, 2021 – June 30, 2022) was funded from the Enhanced 911 Fund, which was established by Chapter 223 of the Acts of 2008. This Fund was supported by a monthly surcharge of \$1.50 assessed on subscribers of wireline, wireless service, including pre-paid wireless, VoIP, and any other device that can access the 911 system.

The Department's total actual budget for FY 2022 (\$134,052,606) funded the administrative costs of the agency (\$6,932,743); grant programs (\$77,893,062); 9-1-1 administration & operation (\$47,810,392); and other programs (\$1,416,409).⁴

ACCOMPLISHMENTS

The following outlines the major accomplishments in Calendar Year 2022.

Next Generation 911 (NG911)

On August 4, 2014, the Department entered into a contract with GDIT to provide a comprehensive, end-to-end, fully featured, standards based NG911 system to replace the previous enhanced 911 system. The transition to the new NG 911 system was completed in December 2017 and was fully operational in 2018. The NG911 contract was assigned to Comtech in 2019.

⁴ The budgets for FY 2019-FY 2022 can be found in the links provided in Footnote 1.

The previous enhanced 911 system was an analog-based system that was designed in the 1960s. The system has been successful in delivering 911 services for many years. However, the types of analog services that are imbedded in that system are becoming obsolete and are being discontinued throughout the country. Technological advancements have created the necessity for a more advanced system that will offer capabilities (e.g., text and video messaging) that simply did not exist using that enhanced 911 system. Throughout the nation, enhanced 911 systems are being overhauled and replaced with new and emerging technologies. This need was recognized by the Legislature with the passage of Chapter 223 of the Acts of 2008, and, therefore, in accordance with this law, it was necessary to replace the previous enhanced 911 system with one that uses advanced communications technologies in the infrastructure itself.

The benefits of a NG911 system are significant given the additional information capabilities inherent to NG911. Using NG911 will ultimately allow for additional data to be sent with the voice call, including telematics crash data, text to 911 with or without picture and video, medical records of the caller, etc. In fact, in December 2018, texting to 911 without picture and video became available in the Commonwealth. Text to 911 is a critical need for the deaf, hard of hearing and speech impaired. Previously, the only way for those constituents to contact 911 directly was by using a teletypewriter (TTY) device. TTY is an archaic means of communication and has mostly been abandoned in exchange for using text to communicate. Texting will also allow for communication with a PSAP in a situation where the person is fearful for his or her life but is unable to convey that information verbally (e.g., active shooter, domestic violence, home invasion, etc.).

Improved PSAP capabilities allow for more efficient PSAP management. For instance, with NG911, a PSAP may send telecommunicators to neighboring PSAPs during a major event for call overflow management. Simply by logging into a position at a different PSAP, that call taker can receive calls destined for his or her home PSAP without any intervention by the 911 service provider or the Department. By logging in remotely, the PSAP is creating a larger virtual PSAP during a crisis. In addition, because the NG911 system is IP based, it allows for faster call setup time reducing the time it takes for a 911 call to start ringing at the PSAP, and remote monitoring capabilities give the Department greater system management capabilities.

The telecommunicators at the PSAPs benefit from a much-enhanced mapping system that not only provides property parcel data information to pinpoint the location of a caller, but also shows roof outlines of structures on the property. A secondary tab on the mapping system gives the telecommunicators an aerial view providing information regarding obstacles or hazards in the area. The reporting capabilities are greatly enhanced with the NG911 system.

The current NG911 contract with Comtech expires on August 3, 2024. In 2022, the Department began the request for proposal process to ensure that a NG911 service provider is in place beyond August 3, 2024.

Wireless Direct

Eliminating unnecessary transfers provides faster reponse times to those in need. The goal of wireless direct is to route wireless 911 calls to the appropriate PSAP that will dispatch the appropriate emergency services. By routing 911 calls to the PSAP that will dispatch emergency services instead of a "middle man", precious seconds are eliminated from response times, which can be directly connected to saving lives, improving outcomes for emergencies and reducing loss of property. A further benefit is reducing the frustration experiencd when a person calling for an emergency has to tell the same information to multiple agencies before help can be sent. By 2022, all PSAPs in the Commonwealth were taking wireless 911 calls directly. The current NG911 system allows for more accurate routing via a geospatial routing system and provides for much faster changes to routing when needed than the legacy system.

Telecommunicator Emergency Response Taskforce Program

In 2022, EOPSS, the Department, and the Statewide Interoperability Coordinator established the Telecomunicator Emergency Response Taskforce (TERT) program within the Commonwealth. The TERT program is designed to support 911 communications centers requiring assisitance. TERT deployments assist PSAPs that are stretched beyond their capabilities as the result of an unprecedented event such as an aftermath of a disaster or other special circumstances event. TERT was implemented in the Commonwealth on December 1, 2022.

Public Safety Answering Point Operations Division

The Department's Public Safety Answering Point Operations Division (PSAP Operations Division) is responsible for the operation of the 911 wireless PSAP currently located at the State Police Headquarters in Framingham, and the North Shore Regional 911 Center (NSR911) in Middleton located at the Essex County Sheriff. Previously, the 911 wireless PSAP in Framingham was operated by the State Police, and NSR911 by the Essex County Sheriff. Both were tranistioned to the Department through an effort engaged in by EOPSS to evaluate the mission and structure of each agency within its secretariat in order to identify opportunites to streamline and enhance the delivery of services to the public.

In 2022, the Department, through the Divisison of Capital Asset Maintenance and Management (DCAMM), continued the process that began in the previous year of finding a new location for the 911 wireless PSAP currently located in Framingham. In December 2022, DCAMM on behalf of the Department, entered into a lease with the property owners of a building on 31 Maple Street in Milford that will house the 911 wireless PSAP, and also the Department's current training center in Maynard that will be relocated to the Milford building.

560 CMR 2.00 (APPENDIX A) Standards

In 2022, the Department initiated an effort to revise the 560 CMR 2.00 (Appendix A) technical and operational 911 standards. The existing standards, which were initially promulgated in the 1990's, were outdated and needed to be updated to reflect the new NG911 technology and system. The Department began the process of drafting the necessary revision in Calendar year 2022. The comprehensive re-write of Appendix A undertaken was the result of hundreds of internal

meetings, meetings with the Standards Committee of the State 911 Commission, and meetings with an Operation Standards Workgroup formed of representatives of PSAPs from around the Commonwealth. By the end of 2022 significant progress had been made on the revision, with the expectation that the standards could be finalized in 2023.

Multi-Line Telephone System Compliance

The Federal Communications Commission (FCC) Report and Order regarding Kari's Law and The RAY BAUM's Act took effect in February 2020.5 The FCC Order requires that all Multi-Line Telephone System (MLTS) put into service or substantially upgraded after February 16, 2020, be capable of and configured to call 911 directly without the need to enter any additional digits other than the digits 911. This requirement extends to every device capable of initiating a 911 call on the MLTS. The Department, in 2021-2022 timeframe, revised and published new MLTS Regulations (560 CMR 4.00). The new MLTS Regulations require all MLTS, regardless of when they were put into service, to be capable of and configured to call 911 directly without the need to enter any additional digits other than the digits 911. If an MLTS is not capable of initiating a 911 call directly without any additional digits, then each device capable of initiating a call must have immediately adjacent to, or optionally attached to the device, an instructional sticker that specifically instructs a caller how to make a 911 call. The Department also added language to address Dispatchable Location Information transferred with each 911 payload. In addition, the Department created and implemented the MLTS Compliance Program, a first in the nation program designed to educate organizations that have deployed MLTS as to what is required and how to achieve compliance. The second goal of this Program is to enforce compliance with the MLTS Regulations by communicating directly with organizations that are non-compliant with follow up on-site testing and MLTS audits. So forward thinking is the MLTS Compliance Program that the FCC reached out to the Department to inquire on how we implemented it and its success.

Public Education

The Department's public education initiative seeks to ensure that individuals are prepared for any emergency situation. The Department's public education team attends outreach events, public meetings, and other forums connecting with the public, educating on 911 in Massachusetts, and representing the Department. In Calendar Year 2022, the Department's public education team attended 107 community outreach events (i.e., schools visits, council on aging presentations, outdoor community events resource tables, etc.). During the various events, Department staff educated on two lifesaving features of the NG911 system: The Silent Call Procedure and Text-to-911. The Silent Call Procedure allows a person that is unable to speak to call 911 and when the call is answered by the dispatcher to press the following digits on their phone – 1 for police, 2 for fire, 3 for an ambulance – so that the dispatcher can immediately send help. Text-to-911 allows a person that is unable to speak or hear to communicate via text with a 911 dispatcher. Educating the public on these two features is imperative as they are both valuable and can provide the ability to save a life when used. Additionally, the Department distributed over 20,000 Silent Call Procedure and Text to 911 cards (pictured below) to 124 Schools across the Commonwealth in 2022. This is an ongoing school education program.

⁵ Kari's Law and the RAY BAUM's Act are codified at 47 Code of Federal Regulations at Sections 9.1-9.7.





Grant Program

Pursuant to Chapter 223 of the Acts of 2008, the Department expanded its grant program to support the PSAPs in the Commonwealth and to develop and encourage the creation of regional PSAPs and Regional Emergency Communication Centers (RECCs) throughout the Commonwealth. A description of each of these grant programs is contained below.

- <u>PSAP and Regional Emergency Communication Center Training Grant</u>: Reimburses primary, regional and regional secondary PSAPs and RECCs for allowable expenses related to the training and certification of enhanced 911 telecommunicators.
- <u>Public Safety Answering Point and Regional Emergency Communication Center</u> <u>Support and Incentive Grant:</u> Provides funding to primary, regional and regional secondary PSAPs and RECCs for allowable expenses related to enhanced 911 personnel and equipment costs. Incentive funds are awarded in addition to amounts allocated as part of the Support Grant using a formula that applies a specified percent of total surcharge revenues based on number of municipalities to be served by regional PSAPs or RECCs.
- <u>Wireless State Police Public Safety Answering Point Grant</u>: Reimburses wireless MSP PSAPs for allowable expenses related to enhanced 911 personnel, training and equipment costs.
- <u>Regional and Regional Secondary Public Safety Answering Point, and Regional</u> <u>Emergency Communication Center Development Grant:</u> Supports the development and startup of regional PSAPs, regional secondary PSAPs and RECCs, including the expansion or upgrade of existing regional and regional secondary PSAPs, and

RECCs, to maximize effective emergency 911 and dispatch services as well as regional interoperability.

Chapter 223 permits the Department to introduce new grants associated with providing enhanced 911 services in the Commonwealth. In order to support the PSAPs in meeting new training requirements described below, the Department introduced a new grant in 2011, the Emergency Medical Dispatch (EMD) Grant. The EMD Grant was approved by the State 911 Commission, and then by the Department of Telecommunications and Cable by Order dated May 27, 2011 and was renamed the EMD/Regulatory Compliance Grant in 2013. The EMD/Regulatory Compliance Grant provides funding, not provided under the Training Grant, for EMD services provided through a certified EMD resource and provides supplemental funding for expenses needed to meet the minimum training and certification requirements and minimum EMD requirements established by the Department.

	FY22
Training Grant	\$6,042,758
EMD Grant	\$2,240,349
Support & Incentive	\$52,773,422
Wireless MSP	\$3,222,804
Development	\$22,000,000
Total	\$86,279,333

The amount allocated to each grant in Fiscal Year 2022 is contained below.

911 Regionalization

Since the passage of Chapter 223 of the Acts of 2008, the Department has embarked on 911 regionalization effort to reduce the number of PSAPs in the Commonwealth. Through this effort, the number of PSAPs have been reduced from 264 in 2008 to 212 in 2022. This reduction is significant given the voluntary nature of regionalization driven by the statutory Grant Program administered by the Department to incent the 911 regionalization effort.

The main driver of the 911 regionalization is the Development Grant. The Development Grant supports the development and startup of regional PSAPs, regional secondary PSAPs, and RECCs, including the expansion or improvement of existing regional PSAPs and RECCs. Since the inception of the grant programs in Fiscal Year 2009, the Department has witnessed a significant interest in regionalization among the PSAPs and RECCs. Through the Development Grant, the Department has provided funding for a number of significant regionalization projects. The Department has received requests for funding and has awarded funding feasibility studies, construction, and equipment for proposed regional PSAPs and RECCs; and construction to expand and new equipment for existing regional PSAPs and RECCs. The regional projects funded under this Grant are often complex and are completed over multiple fiscal years. The expenditures are recorded in the fiscal year in which they are incurred. Grants funded under the Development Grant, due to their complexity, often cross fiscal years. In calendar year 2022, the Department regionalized an additional two (2) PSAPs. This coupled with the twenty-two (22) for calendar years 2019 – 2021 brings the total number of PSAPs regionalized to twenty-four (24) since the last annual report filed for 2018.

Disability Access Program (Specialized Customer Premises Equipment, Telecommunications Relay Services, Captioned Telephone Relay Service)

Chapter 223 of the Acts of 2008 transferred to the Department the responsibility for administration and oversight of disability access programs. That Chapter directs the Department to provide and maintain a Specialized Customer Premises Equipment, or SCPE, distribution service. This program, which has been expanded to include wireless phones, provides specialized devices that allow access to telephone networks for people with hearing, speech, vision, mobility or cognitive disability. In Calendar Year 2022, the Department distributed 928 devices.

Chapter 223 also directs the Department to administer telecommunication relay service, or TRS, and captioned telephone relay service, or CTRS, throughout the Commonwealth. The Department has entered into contracts with various equipment vendors to provide the SCPE to persons with disabilities. In addition, the Department executed contracts with the Commission for the Deaf and Hard of Hearing and other entities to support this program. Further, the Department has procured the services of a contractor to provide both TRS and CTRS throughout the Commonwealth.

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