



Managing Operational Overload in the Emergency Communications Center

APCO American National Standard 1.121.1-2022



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FOREWORD

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EXECUTIVE SUMMARY

On behalf of public safety communications professionals across the nation, the APCO Managing Operational Overload in the Public Safety Communications Center Working Group has created a standard to identify content for inclusion in an Emergency Communication Center's (ECC) emergency management program designed to mitigate the effects of operational overload incidents. The Working Group consisted of industry experts in emergency management and emergency communications along with representatives from ECCs, bringing together a diverse set of perspectives on the topics and issues which a standard for managing overload should address.

"Most emergencies, but certainly large-scale emergencies such as natural disasters, involve 9-1-1 in some way. First, the 9-1-1 system is the primary means by which people get access to the first responders that can help them. As a result, 9-1-1 communication centers may know about a large-scale emergency or Mass Casualty Incident (MCI) before emergency managers do. Second, major disasters may devastate communications, which means that 9-1-1 communications may also be impacted."¹ Operational overload can be caused by a single incident or a large-scale natural disaster causing multiple incidents to overwhelm the ECC.

This standard seeks to serve as a guiding document to assist ECC staff in their efforts to prepare for a multitude of events as they create pre-planning and mitigation documents. This document alone is not meant to serve as a substitute to an individual agency's plans. It is meant to be thought-provoking and should foster discussion and development of agency specific policy and procedure.

Chapter One begins by addressing impacts that natural disasters can have on the ECC and steps that can be taken to successfully navigate the challenging time. Chapter Two follows a similar method of pre-planning and mitigation for man-made disasters. Chapter Three covers a multitude of topics that may affect the agency directly, including line of duty deaths (LODD). The ebb and flow of day-to-day overload in the ECC is covered in Chapter Four, which also discusses staff recovery and wellbeing. The fifth and final chapter will help the ECC prepare for potential technological issues with radios, CAD, networks, and cyber-security breaches.

The Working Group has also included an Appendix which contains several documents that ECC management may find useful in planning and preparing for the unexpected.

¹ NASNA (2015). 9-1-1 and Emergency Management *Best Practices for Coordination and Collaboration on Large-Scale and MCI Incidents*. (p.3)

For the purpose of this document the working group adopted the following definitions of operational overload by position.

- **Public Safety Telecommunicator (PST)** - Any operational period where the demand for service placed upon the individual ECC positions from internal, external, or allied agencies causes the personnel assigned to those positions, to be unable to answer, process, and appropriately triage and/or dispatch the calls for service within jurisdictional guidelines, agency policies and procedures and/or national best practices.
- **Supervisors** - Any operational period where the demand for service placed upon the individual ECC positions from internal, external, or allied agencies causes the Supervisory personnel assigned to supervise those positions, to be unable to effectively support their subordinates or shift personnel in their efforts to answer, process, and appropriately triage and/or dispatch the calls for service within jurisdictional guidelines, agency policies and procedures and/or national best practices.
- **Information Technology (IT) Division** – Any incident, where an ECC or its infrastructure such as CAD, MCT, radio, call or data logging technology devices are compromised, infiltrated, or otherwise rendered unusable, or unusable to their full potential as designed which adversely impacts the operations of the Communications Center, or its personnel.
- **Center-wide** – Any operational period where the demand for service placed upon the ECC outweighs the resources available for the communications center to meet such demand.

Chapter One

Natural Disasters

SCOPE

Natural disasters can present many unique challenges for the ECC. Their occurrence can be unpredictable and cause widespread damage over a relatively short time or they can be a long-lasting event with prolonged effects. This section will address some considerations that the ECC should consider when pre-planning and preparing for the overload that can be associated with such events. See Appendix A for a list of Natural Disasters defined.

1.1 Pre-Planning.

The ECC should plan for natural disasters that are foreseeable for their jurisdiction to experience.

1.1.1 ECC Staffing:

1.1.1.1 Staff should be prepared to extend their shift; Designate a place for them to stay overnight and keep an overnight bag stored to do so.

1.1.1.1.1 Staff who are reporting for extended duty should arrive prepared to totally maintain themselves for three to five (3-5) days.

1.1.1.1.2 Staff should consider bringing sustaining items in the event they will be required to remain on site for an extended period. Items to consider:

- Bedding / pillow/ pad
- Money
- Reading /writing material
- Additional uniforms and proper off duty clothing
- Toiletries / hygiene products / Towel
- Tablet / music device
- Snacks / Food / Beverages
- Personal cell phone
- Necessary personal device chargers
- Glasses
- Medications
- Entertainment (e.g., games, deck of cards etc.)

1.1.1.1.3 Work periods should be modified as the disaster and action plan permit.

1.1.1.2 Utilize an emergency call-back of staff due to increased system overload or to setup and staff a backup center / emergency operations center.

1.1.1.2.1 Avoid an “all hands-on deck” response which can deplete agency staff for additional operational periods.

- 1.1.1.2.2 Avoid utilizing managers as part of the front-line initial response as they will likely need to remain in their administrative roles.
- 1.1.1.2.3 Staff should consider bringing sustaining items in the event they will be required to remain on site for an extended period of time. Items to consider:
 - Bedding /pillow / pad
 - Money
 - Reading / writing material / small games
 - Additional uniforms and proper off duty clothing
 - Toiletries / hygiene products / Towel
 - Tablet / music device
 - Snacks / Food / Beverages
 - Medications
 - Personal cell phone
 - Necessary personal device chargers
 - Glasses
 - Medications
 - Entertainment (games etc.)
- 1.1.1.3 Have pre-established sleeping locations for staff; consider having designated rooms with sleeping bunks or mats preassigned before incidents if feasible.
- 1.1.1.4 Have an established phone list of all employees with best call back numbers available in both hard and digital copy.
- 1.1.1.5 All employees shall be notified of the possible activation of emergency staffing plans in their ECC if possible.
- 1.1.1.6 Larger ECCs should consider creating a system for Staffing Alerts and define each level and expected response, such as:
 - Alert - Be ready to receive additional info.
 - Standby - Staffing recall is possible/imminent.
 - Recall - Report immediately or as directed.
- 1.1.2 **ECC Building:**
 - 1.1.2.1 The ECC should have a plan that determines when and where to evacuate in the event that the primary ECC sustains damage or becomes unusable.
 - 1.1.2.1.1 A backup location should be determined before establishing policy and procedure. Safety and security of PSTs at the backup site should be a primary concern as well as equipping the backup site; predetermined space should include computers or laptops, cell phones, and radios that are kept there or rapidly deployable (take into consideration possible total power loss and the need for a generator).
 - 1.1.2.1.2 Agencies shall ensure that all personnel have been trained in the activation of their back-up ECC annually.

- 1.1.2.1.3 The backup location should be far enough away that the disaster likely will not affect both ECCs, yet close enough that PSTs can relocate to it in a reasonable amount of time.
- 1.1.2.1.4 Nontraditional centers (e.g., a college campus, airport, etc.) should consider establishing a back-up facility away from the facility.
- 1.1.2.1.5 Consider security, ingress and egress, amount of available space, available technology, available parking, transportation to/from the backup location and transferring operations to the backup site.
- 1.1.2.1.6 Have a plan for transporting staff to the backup ECC (e.g., fleet vehicle or private vehicles owned by staff).
- 1.1.2.2 Emergency contact information for building maintenance shall be accessible in the event that the building sustains damage but is still able to function as an ECC; include afterhours / 24-7 contact information and determine who is responsible for initiating contact.
- 1.1.2.3 An evacuation plan should provide for continuity of operations with priority given to the safety and security of PSTs. Maintaining continuity of operations may mean a full evacuation to an alternate site, evacuation to another area of the same building, or evacuation to an emergency communication capable vehicle (e.g., command vehicle).
 - 1.1.2.3.1 Each ECC shall determine which types of incidents will trigger an evacuation for their ECC and who makes the decision to evacuate. Some events may be unexpected, such as natural disasters, terrorism, or a critical building maintenance issue.
 - 1.1.2.3.2 ECCs shall have an evacuation kit, containing essential items from the ECC (e.g., critical phone numbers, maps, and paper CAD forms, hard copies of policies and procedures and office supplies).
 - 1.1.2.3.2.1 These evacuation kits should be reviewed quarterly as a best practice. However, these evacuation kits shall be reviewed annually.
- 1.1.3 **ECC Operations:**
 - 1.1.3.1 An influx of calls is to be expected; consider changing how they are handled to expedite call handling. For example, minimize the use of dispatch triage protocols or hold certain low priority calls until the incident is over.
 - 1.1.3.1.1 ECCs shall have an established policy and procedure on which calls will be processed normally versus which call types will be processed with minimal pre-arrival instructions.
 - 1.1.3.1.2 The ECC shall have a written policy that identifies which ECC employee(s) would initiate a policy of reduced or changes to standards of service.
 - 1.1.3.1.3 Coordinate with agency representatives or PIOs to keep the public informed if services are delayed or compromised; include alternate means or processes for making reports and calls for service if disruptions occur.
 - 1.1.3.1.4 The ECC should plan with applicable public infrastructure agencies to see if it is possible to have a hotline to refer callers to for power outages, trees down, plugged sewers, etc.

Have interoperability agreements with surrounding agencies as a standard procedure in place prior to these disasters.

1.1.3.2 Have interoperability agreements with surrounding agencies as a standard procedure in place prior to these disasters.

- 1.1.3.2.1 The ECC should review and perform monthly tests with the established backup center across all shifts.
- 1.1.3.2.2 Determine when calls will need to be rolled over to another agency's ECC and ensure that the technology is in place to do so.
- 1.1.3.2.3 Review when and to whom calls will roll over to or if calls will remain in the queue until answered.

1.2 Mitigation.

- 1.2.1 The ECC should have pre-planned notification plans in place to keep employees, local government leaders and the community apprised on effects to operations.
- 1.2.2 A direct hit to the center may make this an extended phase; consider a fixed/permanent backup ECC solution versus a limited resource such as a mobile command vehicle.
- 1.2.3 The ECC shall make stress management available for all staff.
- 1.2.4 The ECC should assist staff with locating resources to cover the need for housing, food and support for PSTs who may be affected by the disaster.
- 1.2.5 Recovery should be a preplanned, phased approach to resume normal operations.

1.3 Afterwards.

- 1.3.1 Work with state and local officials on ongoing operational needs.
- 1.3.2 The ECC shall provide critical incident stress management for center staff if there were LODDs, mass citizen casualties, etc.
- 1.3.3 The ECC should continue forming or strengthening partnerships with private-sector organizations for response efforts as well as other neighboring agencies for mutual aid responses based on learning points from the event.
- 1.3.4 Brainstorm what went well, what could be improved on, and what needs were realized during the disaster to better pre-plan for the next natural disaster (i.e., after-action report).
- 1.3.5 Revisit all pre-plans and consider updating them with what was learned from the event.

Chapter Two

Man-Made Disasters

SCOPE

Man-made disasters will quickly present challenges for the ECC, as they rapidly unfold without warning. While they typically occur on a more localized level as opposed to a regional or larger scale, planning and preparation with all parties involved is crucial. This section will address some considerations that the ECC should consider when pre-planning and preparing for the overload that can be associated with such events. See Appendix B for a list of Man-Made Disasters and how they are defined.

2.1 Pre-Planning.

The ECC should have action plans in place for the various man-made disasters from Appendix B. Some may share plans while others may require unique plans to adequately prepare for an event.

2.1.1 ECC Staffing:

2.1.1.1 Staff should be prepared to extend their shift. Designate a place for them to stay overnight and to keep an overnight bag stored to do so.

2.1.1.1.1 Staff reporting for extended duty should arrive prepared to totally maintain themselves for three to five (3-5) days.

2.1.1.1.2 Staff should consider bringing sustaining items should they be required to remain on site for an extended period. Items to consider:

- Bedding / pillow / pad
- Money
- Reading /writing material
- Additional uniforms and proper off duty clothing
- Toiletries / hygiene products / Towel
- Tablet / iPads / iPods
- Snacks / Food / Beverages
- Medications
- Personal cell phone
- Necessary personal device chargers
- Glasses
- Entertainment (e.g., games, deck of cards, etc.)

2.1.1.1.3 Work periods should be modified as the incident and action plan allow.

2.1.1.2 Utilize an emergency call-back of staff due to increased system overload or to setup and staff a backup center / emergency operations center (EOC).

- 2.1.1.2.1 Avoid an “all hands-on deck” response which can deplete agency staff for additional operational periods.
- 2.1.1.2.2 Avoid utilizing managers as part of the front-line initial response as they will likely need to remain in their administrative roles.
- 2.1.1.3 Have pre-established sleeping locations for staff and consider having designated rooms with sleeping bunks or mats preassigned before incidents if feasible.
- 2.1.1.4 Have an established phone list of all employees with best call back numbers available in both hard and digital copy.
- 2.1.1.5 All employees should be notified of the possible activation of emergency staffing plans in their ECC if possible.
- 2.1.1.6 Plan for mutual aid staff to have access to the secure facility, computers, and other equipment required for daily operations.
- 2.1.1.7 Larger ECCs should consider creating a system for Staffing Alerts and define each level and expected response, such as:
 - Alert - Be ready to receive additional info.
 - Standby- Staffing recall is possible/imminent.
 - Recall- Report immediately or as directed.
- 2.1.1.8 Spare handsets and headsets should be readily available for use.

2.1.2 **ECC Building:**

- 2.1.2.1 The ECC should have a plan that determines when and where to evacuate in the event that the primary ECC sustains damage or becomes unusable.
 - 2.1.2.1.1 A backup location should be determined before establishing policy and procedure. Safety and security of PSTs at the backup site should be a primary concern as well as equipping the backup site; predetermined space should include computers or laptops, cell phones, and radios that are kept there or rapidly deployable.
 - 2.1.2.1.2 Agencies shall ensure that all personnel have been trained in the activation of their back-up ECC annually.
 - 2.1.2.1.3 The backup location should be far enough away that the disaster likely will not affect both ECCs, yet close enough that PSTs can relocate to it in a reasonable amount of time.
 - 2.1.2.1.4 Nontraditional centers (e.g., a college campus, airports, etc.) should consider establishing a back-up facility off campus.
 - 2.1.2.1.5 The ECC should consider the security, ingress and egress, amount of available space, available technology, available parking, transportation to/from the backup location and transferring operations to the backup site.
 - 2.1.2.1.6 Have a plan for transporting staff to the backup ECC (e.g., fleet vehicle or private vehicles owned by staff).
- 2.1.2.2 Emergency contact information for building maintenance shall be accessible in the event that the building sustains damage but is still able to function as an ECC; include afterhours / 24-7 contact information and determine who is responsible for initiating contact.

2.1.2.3 An evacuation plan should provide for continuity of operations with priority given to the safety and security of PSTs. Maintaining continuity of operations may mean a full evacuation to an alternate site, evacuation to another area of the same building, or evacuation to an emergency communication capable vehicle (e.g., command vehicle).

2.1.2.3.1 Each ECC shall determine what types of incidents trigger an evacuation for their center and who makes that decision. Some events may be unexpected, such as natural disasters, terrorism, or a critical building maintenance issue.

2.1.2.3.2 ECCs shall have an evacuation kit essential items from the ECC (e.g., critical phone numbers, maps, hard copies of policies and procedures and office supplies).

2.1.2.3.2.1 These evacuation kits should be reviewed quarterly as a best practice. However, these evacuation kits shall be reviewed annually.

2.1.2.4 ECCs shall determine which incidents or events warrant the need to shelter in place or initiate a hard lockdown (i.e., no one leaves or enters the primary center) or soft lockdown (i.e., no one leaves or enters the building/campus).

2.1.2.4.1 Have a plan and procedure in place to safely bring in additional PSTs or divert them to a backup center.

2.1.3 ECC Operations:

2.1.3.1 ECCs shall have an established policy and procedure on which calls will be processed normally versus which call types will be processed with minimal pre-arrival instructions.

2.1.3.2 The ECC shall have a written policy that identifies which ECC employee(s) would initiate a policy of reduced or changes to standards of service.

2.1.3.3 ECCs should coordinate with agency representatives or PIOs to keep the public informed if services are delayed or compromised; include alternate means or processes for making reports and calls for service if disruptions.

2.1.3.4 The ECC should plan with applicable public infrastructure agencies to see if it is possible to have a hotline to refer callers to for power outages, trees down, plugged sewers, etc.

2.1.3.5 The ECC shall determine when calls will need to be rolled over to another agency's ECC and ensure that the technology is in place to do so.

2.1.3.5.1 The ECC should review and conduct a monthly test with the established backup center.

2.1.3.5.2 The ECC shall have interoperability agreements with surrounding agencies as a standard procedure in place prior to these events.

2.1.3.5.3 ECCs shall predetermine when and to whom calls roll over to or if calls will remain in the queue until answered.

2.1.3.6 Have a plan for staff to be dedicated to the event and how to delegate others to pick up some or all of their duties.

- 2.1.3.7 The ECC should consider the use of tactical PSTs or an Incident Dispatch Team (IDT) to deploy closer to the event. If available, have a plan for how they will get to the scene and maintain their safety.

2.2 Mitigation.

- 2.2.1 The ECC shall have pre-planned notification plans in place to keep employees and the community apprised on effects to operations.
 - 2.2.1.1 ECCs shall have the PIOs contact information readily available.
 - 2.2.1.2 ECCs should make the PIO aware of incident as soon as possible and verify that they have necessary information from center.
 - 2.2.1.3 Take steps to apply pre-plans for call handling.
- 2.2.2 Eliminate distractions from the center such as social media, TV, and personal phones.
- 2.2.3 The ECC shall provide stress management (e.g., CISD, Peer Support) for personnel actively involved in the incident as well as those who are handling resource allocation for all other calls for service.
- 2.2.4 The ECC should assist staff with locating resources to cover the need for housing, food and support for PSTs who may be affected by the disaster.
- 2.2.5 Recovery should be a preplanned, phased approach to resume normal operations.

2.3 Afterwards.

- 2.3.1 The ECC shall complete an after-action report with a full review of how the incident was managed to determine what went well and where improvements can be made for handling future incidents.
- 2.3.2 The ECC should continue forming or strengthening partnerships with private-sector organizations for response efforts as well as other neighboring agencies for mutual aid responses based on learning points from the event.
- 2.3.3 The ECC shall work with state and local officials on ongoing operational needs.
- 2.3.4 The ECC shall provide critical incident stress management for center staff.
- 2.3.5 The ECC shall review and update pre-plans (e.g., policy, procedures, protocols) with what was learned during the event to improve operations in the future.

Chapter Three

ECC-wide / Agency Direct Impact / LODD

SCOPE

The focus of this section will center on those events that directly affect the operational capabilities of the ECC and its staff. Specifically, this will detail the internal effects felt by communications center personnel when they handle emotionally charged calls such as Line of Duty Deaths (LODD) or deaths involving one of their own colleagues/co-workers. It is important to note that a Line of Duty Death, serious bodily injury, suicide or terminal illness can affect the ECC, and it is staffing directly or could be sustained by any allied agency/partner agency dispatched by the ECC. Further, an ECC employee could die in the line of duty or sustain serious bodily injuries while working a part time job as a police officer, firefighter or EMT. Appendix C contains several documents that may assist an ECC with navigating these challenging incidents.

3.1 Pre-Planning.

The ECC shall have an action plan in place for the devastating impact that a LODD or agency impacting event can have. These plans should focus on employee wellbeing and recovery from the incident.

3.1.1 ECC Staffing:

- 3.1.1.1 The ECC should plan for emergency / short-notice callbacks of staff for seven days to allow involved staff adequate time to grieve and decompress from the incident.
- 3.1.1.2 The ECC shall keep up-to-date information for available Critical Incident Stress Debriefing / Management (CISD / CISM) teams in the area that are available for rapid deployment. The ECC should refer to APCO ANS 1.119.1-2021 Public Safety Telecommunicator Critical Incident Stress Debriefing Program.
 - 3.1.1.2.1 The ECC should plan to cover shifts of all affected staff so they can attend the debriefing.
 - 3.1.1.2.2 The ECC should consider using a CISD team from outside of the immediate area to alleviate additional stress involved with knowing the team and fearing judgement.
 - 3.1.1.2.3 The ECC should have CISD team members or chaplain services available to off-duty staff.
 - 3.1.1.2.4 The ECC should have CISD team members or chaplains available at the center for staff who may need support in the following days while working.
- 3.1.1.3 The ECC should review services provided by the center Employee Assistance Program (EAP) with staff and how it can support employees.
- 3.1.1.4 The ECC shall have a policy governing a Family Liaison Officer (FLO) utilizing an ECC staff member should a LODD involve an ECC employee.

3.1.2 ECC Building:

- 3.1.2.1 The ECC shall have an evacuation plan in place should the ECC become a crime scene or contaminated due to the illness, injury or death of an employee within the center.
- 3.1.2.2 The ECC shall have a contact list for emergency maintenance and emergency scene cleanup agencies that are available 24/7 to restore the center for use.

3.1.3 ECC Operations:

- 3.1.3.1 The ECC should ensure that employees have filled out emergency contact information that includes next of kin, children and their school locations, primary contact's (e.g., spouse or partner, etc.) work location and hours, and which ECC employee(s) should make notifications as well as which ECC employee(s) may not be welcome or desired to make the notification. (See Appendix C for a sample form)
- 3.1.3.2 The document should contain any life insurance information, ancillary organizations that should be notified and included in any funeral service planning, such as motorcycle clubs or civic organizations, if the employee is eligible for Public Safety Officers' Benefit (PSOB) program.
- 3.1.3.3 This document shall be readily accessible by the on-duty supervisor, but secure from unauthorized access.
- 3.1.3.4 The ECC shall review the means to notify all staff of a LODD incident; test the notification system annually to verify that it reaches all employees.

3.2 Mitigation.

3.2.1 ECC Staffing:

- 3.2.1.1 The agency should initiate an emergency call-back to replace staff directly involved with the incident.
 - 3.2.1.1.1 The agency should relieve affected staff from duty as soon as possible; utilize private space or quiet rooms onsite to allow them to grieve together if they choose.
 - 3.2.1.1.2 The agency should offer peer support (e.g., CISD, etc.), counselors, or chaplain services as soon as feasible.
 - 3.2.1.1.3 The agency should arrange for family, a friend, or trusted coworker to bring the employee home.
 - 3.2.1.1.4 The agency should determine if an ECC representative is needed at the scene or incident command location, and if so, what role they are requested to play.
- 3.2.1.2 A critical incident stress debriefing should be held. Ensure all staff involved are able to attend. Utilize overtime to cover shifts if necessary. The ECC should refer to APCO ANS 1.119.1-2021 Public Safety Telecommunicator Critical Incident Stress Debriefing Program

- 3.2.1.3 If this is an on-duty illness, injury or death consider who will make notifications to next of kin and how they will be made.
- 3.2.1.4 The ECC should have a uniformed police or fire chief, sheriff, or other administrator accompanying the ECC employee to make the notification as a symbol of respect.
- 3.2.1.5 An attempt to notify the entire ECC staff shall be made prior to any media releases but only after next of kin has been notified.
- 3.2.1.6 If the affected employee is also a firefighter, police officer, or other first responder the ECC shall confer with the agency that the employee was working for at the time of death to ensure that the appropriate state agency such as the State Fire Marshal or Commissioner of Public Safety is notified. This will be necessary in case the affected employee's death or injury is covered by the federal Public Safety Officers' Benefit Program, link below.
https://psob.bja.ojp.gov/PSOB_FactSheet2019.pdf

3.2.2 **ECC Building:**

- 3.2.2.1 The agency shall evacuate the ECC as soon as possible if it has become a crime scene or contaminated due to the illness, injury or death of an employee.
- 3.2.2.2 The ECC shall work with the law enforcement or any investigating agency to determine if any employee(s) will need to remain on scene for an interview.
- 3.2.2.3 The ECC shall have a union representative or other employee support person with the employee if they wish to have one with them for the interview process.
- 3.2.2.4 If warranted, contact an emergency scene clean up team / maintenance as soon as the scene is released from investigation.

3.2.3 **ECC Operations:**

- 3.2.3.1 The ECC shall ensure that sensitive and confidential information is protected; safeguard radio and phone audio tapes, CAD entries, etc. as allowed by statute and data privacy law.
- 3.2.3.2 The ECC should develop an approved press release for the incident, or identify an approved point of contact of the affected department for referrals of questions, media inquiries, etc.
 - 3.2.3.2.1 The ECC should appoint a PIO for the ECC, if not covered by one already.
- 3.2.3.3 The ECC should appoint a FLO if the deceased is an ECC employee.
- 3.2.3.4 All ECC personnel should be directed to contact the family through the FLO.
- 3.2.3.5 The FLO should be in close contact with human resources for completion of employee benefit applications or benefits administration.

- 3.2.3.6 The FLO should help transmit information between the family and the ECC, guide the family in caring for remains, planning funeral services, helping with the obituary, decision on donations, invitations to attend services, etc.
- 3.2.3.7 When appropriate, determine details for the formal services for the deceased: dates, times, location for visitations, remembrance gatherings, funeral plans, processions, internments, and graveside services. Add this information to the press release as authorized and share it with ECC employees.
- 3.2.3.8 The FLO should determine the family's desired level of participation by members of the ECC in any formal ceremonies, if any.
- 3.2.3.9 The ECC should have another agency handle ECC calls and workload for ECC staff to attend services.
- 3.2.3.5 The ECC should determine the process for transmitting a "last call" on the primary channel.
 - 3.2.3.5.1 The ECC should consider pre-recording the last call as a backup plan should call volume prohibit dedicating a PST to transmit live or should staff not be able to emotionally do so.
 - 3.2.3.5.2 The ECC should identify who will perform the last call, in advance as this can be a very emotional decision for those involved and a great honor for the staff member who performs it.
 - 3.2.3.5.3 The ECC shall have the transmission saved or recorded and available for the family should they want it.
- 3.2.3.6 The FLO should identify the announced wishes of family in regard to donations, in lieu of flowers, etc. in addition to flowers and a card from the ECC. Consider the method of funding such items from ECC staff.

3.3 Staff Recovery.

3.3.1 ECC Staff:

- 3.3.1.1 The ECC shall continue to offer staff support services through the EAP, CISD, peer support and chaplain as needed.
- 3.3.1.2 The ECC shall work with staff who need extended time away from the job to process the incident and grieve. Realize that this may require use of overtime to cover their shifts or a temporary change in staffing levels to adjust.
- 3.3.1.3 An extended leave of absence may be required for an employee who was directly involved in the incident. Consider a "no pressure" approach to support the employee in returning to work and creating their new normal. This may require working with human resources, union representatives, administration and council or boards to fully support the employee.

3.3.2 ECC Operations.

- 3.3.2.1 The ECC should brief the entire staff that they intend to rehire for the position prior to posting it to the public. This is especially important if the affected employee was injured and initially expected to return to duty, but circumstances have changed to where they will not recover or choose not to return. Consider having the affected employee announce this to the staff should they feel comfortable in doing so as it may offer closure to them and their colleagues.
- 3.3.2.2 If appropriate, the ECC should consider a memorial plaque in the ECC in remembrance of the employee.
- 3.3.2.3 If the incident occurred in the ECC, the ECC shall conduct a post incident review and determine if policy or procedure updates should occur to prevent further incidents.
- 3.3.2.4 The ECC shall conduct informal surveys of ECC staff to solicit their feedback on the level of support they received and if they felt that things should be handled differently.

Chapter Four

Day-to-Day Overload

SCOPE

Day-to-day overload of an ECC varies by location, call type, call volume and staffing. Not all of the 240,000,000 9-1-1 calls received around the United States in 2019 are something that could have been predicted or planned for. Data might indicate busy patterns, but most emergencies really are unpredictable.

9-1-1 call taking and public safety dispatching is a complex and resource-intensive service. As public safety agencies around the United States struggle with being required to do more with less every year, ECCs battle with overworked staff and lack of funding. Consequently, this creates challenges with the high demand required of the position while providing a high standard level of care. Based on current trends at the national level and the civil unrest across the nation, all public safety administrators and ECC managers need to be alert and attuned to their respective jurisdictions. They must ensure that they are prepared for the impact that may come because of a surge in requests for service. An unexpected influx in calls for service can unfold without warning.

Public safety leaders need to address issues of policy, workflow, training and recruiting that will directly impact their ability to ensure ECCs are staffed and resourced appropriately. This section will address some factors that the ECC should consider when preparing for the overload that can be associated with day-to-day operations.

4.1 Pre-Planning.

4.1.1 ECC Daily Staffing:

- 4.1.1.1 The ECC shall obtain qualitative and quantitative information to help enforce ECC needs and staffing requirements¹.
- 4.1.1.2 The ECC should adjust staffing as needed for holidays and special events.
- 4.1.1.3 The acceptable length of extended work periods should be pre-defined by policy and/or labor agreement.
- 4.1.1.4 Personnel should always be prepared to extend their shift if needed due to an influx in call volume. This includes having access to food and drinks to maintain themselves for the extended shift.
- 4.1.1.5 The ECC should have additional qualified staff to relieve personnel if the influx lasts beyond a reasonable limit.
- 4.1.1.6 The ECC shall have a policy defining justifications for calling in additional staff if needed.

4.1.2 Emergency Staffing Callback

- 4.1.2.1 The ECC shall have an established phone list of all employees with best call back numbers available in both hard and digital copy.

¹Doody, S., Rupp, K., & Witte, J. (2018). (rep.). Staffing and Retention in Public Safety Answering Points (PSAPs): A Supplemental Study (pp. 1–89). Daytona Beach, FL: APCO International.

4.1.2.2 All employees shall be notified of the possible activation of emergency staffing plans in their ECC if possible.

4.1.2.3 The ECC shall create personnel recall protocols for emergency staffing needs.

4.1.2.4 ECCs should consider creating a system for Staffing Alerts and define each level and expected response, such as:

- Alert - Be ready to receive additional info.
- Standby- Staffing recall is possible/imminent.
- Recall- Report immediately or as directed.

4.1.2.5 The ECC should establish a rally point at the ECC where employees should report for briefing and assignment(s).

4.1.2.6 The ECC should designate a workstation or prominent location in the ECC for managing overload incidents.

4.1.3 **Mutual-Aid Staffing:**

4.1.3.1 The ECC shall have written and functional interoperability agreements and MOUs in place with partner ECCs and a standard procedure in place prior to these events.

4.1.3.2 The ECC shall perform scheduled tests annually for a pre-determined operational period with established backup center(s) to ensure redundancy and continuity of services.

4.1.3.3 If operating on shared data systems, the ECC shall have written and functional MOUs in place.

4.1.3.4 The ECC shall annually review and analyze historical data to adjust mutual aid agreements for future incidents.

4.1.4 **ECC Operations:**

4.1.4.1 The ECC should create a process for identifying and defining when the ECC's resources are taxed beyond capacity.

4.1.4.1.1 When identifying ECC resource limitations, resources that should be considered are:

- CAD
- Land Mobile Radio (LMR)
- Data Networks (wireless and wired)
- Criminal Justice Information Systems (CJIS)
- Phone system
- Personnel Needs (e.g., hours, personal hygiene, breaks, etc.)

4.1.4.2 The ECC shall create and define a common list of roles and responsibilities as they apply to those who handle the unexpected influx in call volume.

- 4.1.4.3 The ECC should create dashboards, visualization tools, and other platforms that support shared situational awareness in the ECC to minimize confusion.
- 4.1.4.4 The ECC shall plan for the management and assignment of radio talk groups and interoperability channels amongst assisting agencies (e.g., ICS-205).
- 4.1.4.5 ECCs shall have an established policy and procedure on which calls will be processed normally versus which call types will be processed with minimal pre-arrival instructions.
- 4.1.4.6 The ECC shall have a written policy that identifies who would initiate this policy to floor personnel and notify field personnel.
- 4.1.4.7 The ECC shall review and document when and to whom calls roll over to or if calls remain in the queue until answered (ensure that the appropriate partner agency agreements, processes, and expectations are in place).
- 4.1.4.8 If possible, identify an alternate means or process for the public making reports and non-emergency calls for service during disruptions (e.g., online reporting systems).
- 4.1.4.9 The ECC should keep the public informed of delays or changes in services. Coordinate with agency representatives or PIOs to keep the public informed.
- 4.1.4.10 The ECC shall have established procedures for patching channels (if that functionality is available) and utilizing mutual aid responses.

4.1.5 ECC Technology:

- 4.1.5.1 The ECC shall have established procedures for alternate routing of 9-1-1 calls, non-emergency calls and teletypes.
- 4.1.5.2 The ECC shall ensure that there is enough available working equipment (e.g., radios, batteries, chargers, cell phones, computers, headsets and call handling guides, etc.) for additional staff.
- 4.1.5.3 The ECC shall have an alternative documentation method available should there not be enough CAD workstations available for the additional staff that is needed to handle the influx.
- 4.1.5.4 The ECC should establish additional frequencies or talk groups that can distribute radio traffic to specific needs.

4.2 Staff Recovery.

4.2.1 ECC Staff:

- 4.2.1.1 The ECC should provide for stress management needs for staff during and after the incident.
- 4.2.1.2 The ECC should provide food and beverages to staff for sustenance.
- 4.2.1.3 If the incident causing overload should require debriefing, the ECC should refer to APCO ANS 1.119.1-2021 Public Safety Telecommunicator Critical Incident Stress Debriefing Program.

- 4.2.1.4 The ECC shall complete after-action reports with a full review of how the incident was managed to determine what went well and where improvements can be made for handling future incidents.

Chapter Five

Technology Considerations

SCOPE

Incidents causing operational overload may create an impact on ECC technology. The extent and duration of the impact can greatly vary from incident to incident. This section will address some of the areas where the ECC should have pre-plans for. It is advisable that the appropriate Information Technology and technical staff be involved in the pre-planning process as they are often considered the subject matter experts for how these processes run behind the scenes.

5.1 Radio Communications.

5.1.1 Tower sites:

- 5.1.1.1 The ECC shall plan for rapid mitigation in the event that a tower site experiences a critical failure. This could be caused by a variety of factors (e.g., storm damage, acts of terrorism, aging technology, equipment or power failure, etc.).
- 5.1.1.2 The ECC should work with neighboring jurisdictions to learn their capabilities and ability to take on additional radio traffic.
- 5.1.1.3 The ECC should give neighboring jurisdictions the ability to patch into their radio system.
- 5.1.1.4 The ECC shall take immediate actions to mitigate and manage potential future problems (e.g., maintenance that was deferred, upgrading technology, replacing aging power sources, installing a generator, etc.).
- 5.1.1.5 The ECC should verify that mobile tower sites are readily accessible and up-to-date with the appropriate technology to function.
- 5.1.1.6 The ECC should develop a Tactical Interoperations Communications Plan (TIC-P) to be used in case of partial or total equipment failure.

5.1.2 Equipment rooms:

- 5.1.2.1 The ECC should create and post plans in a readily accessible place for who to contact afterhours, should emergency repair or maintenance be needed.
- 5.1.2.2 The ECC shall ensure that the appropriate individuals have access to the equipment room.
 - 5.1.2.2.1.1 The ECC should have a plan to provide a staff escort if it is required to get to the room.
 - 5.1.2.2.1.2 The ECC should create a plan for getting to the equipment room should the ECC be evacuated.

5.1.2.3 The ECC shall have sufficient redundancies in place in case the equipment room is compromised.

5.1.3 External interference:

5.1.3.1 The ECC shall have a plan in place to handle diminished radio communications due to external interference (i.e., man-made or natural interference).

5.1.3.1.1 The ECC should give supervisors the ability to remotely disable transmissions from stolen or hacked radios.

5.1.3.1.2 The ECC should have alternate channels and frequencies readily available for use should a channel or frequency be compromised.

5.1.3.1.3 Encrypted frequencies should be considered for security sensitive transmissions.

5.2 Telephone Communications.

5.2.1 Internal Equipment:

5.2.1.1 The ECC should have spare headsets for PSTs on hand in case of failure.

5.2.1.2 PSTs shall know who to contact and how in the event that the phone at their console fails.

5.2.1.3 The ECC should consider having a backup console or phone available.

5.2.1.4 The ECC shall have an MOU with neighboring ECCs who are willing and capable of handling the ECC's calls in the event of total system failure internally. If an MOU with an appropriate agency is not available, the ECC shall have the ability to move to a backup center capable of handling the agency's call volume.

5.2.1.5 The ECC shall ensure supervisors know how to have all lines rerouted to the designated ECC.

5.2.1.6 The ECC shall have a clear plan that lays out when this rerouting occurs and who to notify if this happens.

5.2.2 External Equipment:

5.2.2.1 The ECC should have a protocol to ensure that there is someone on duty every shift who knows how to contact all appropriate vendor(s).

5.2.2.2 This on-duty shift person should have access to the 24/7 contact number(s) for the vendor(s) and any ECC identifiers (e.g., circuit ID numbers, trunks) that would be needed to report a trouble ticket.

5.3 CAD System.

5.3.1 System Failure:

5.3.1.1 The ECC shall have policies and procedures in place to instruct employees:

- When employees should move to a backup system.
- Notifications for support/management/users
- Protocols on how to use the backup system
- Protocols for backup systems for ancillary systems that are CAD dependent (e.g., station alerting, paging, CJIS, etc.).
- Protocols for documenting events that occurred while CAD was down (e.g., Incident numbers, case numbers, and times for incident events, etc.).
- Policies on saving backup system records for records retentions.

5.3.1.2 The ECC should have at least one person on duty every shift who knows how to contact all appropriate vendor(s).

5.3.1.2.1 This on-duty shift person should have access to the 24/7 contact number(s) for the vendor(s) and any ECC identifiers (e.g., circuit ID numbers, trunks) that would be needed to report in a trouble ticket.

5.4 Network Connections.

5.4.1 Network Connectivity issues:

5.4.1.1 The ECC should have policies and procedures in place to instruct employees:

- How to identify a network issue.
- Protocols to address the issue operationally.
- Notifications required for support/management/users.

5.4.1.2 The ECC shall have at least one person on duty every shift who knows how to contact all appropriate vendor(s).

5.4.1.3 This on-duty shift person should have access to the 24/7 contact number(s) for the vendor(s) and any ECC identifiers (e.g., circuit ID numbers, trunks) that would be needed to report in a trouble ticket.

5.5 Cybersecurity.

5.5.1 Training Required:

5.5.1.1 All ECC staff shall be trained in accordance with APCO ANS 3.110.1-2019 Cybersecurity Training for Public Safety Communications Personnel.

5.5.1.2 Each ECC shall implement training and policies for employees on cybersecurity hygiene, signs of potential intrusion and how to report a potential issue.

- Contact your local authorities
- Contact your vendors (phone company, CAD, Records, etc.)

- Contact the Department of Homeland Security National Coordinating Center – National Cybersecurity and Communications Integration Center (DHS NCCIC) at 703-235-5080 or ncc@hq.dhs.gov
- File a complaint with the FBI Internet Crime and Complaint Center (IC3) at ic3.gov. Include keywords “PSAP, Public Safety” in the description of the incident.

5.5.2 Response to incidents:

- 5.5.2.1 The IT department shall have someone on call for reporting and responding to cybersecurity attacks 24x7.
- 5.5.2.2 Agencies shall backup their mission critical data and have policies and procedures that dictate the frequency. The Agency’s mission critical data should have a 3-2-1 backup plan, which consists of 3 back-ups using 2 forms of media with 1 backup being off site.
- 5.5.2.3 Agencies shall have a notification policy and procedure on cybersecurity notifications.
- 5.5.2.4 Agencies should develop a cyber incident response plan that is made in collaboration with stakeholders from IT and ECC operations¹.

¹ National Institute of Standards and Technology. (2018, April 16). *Framework for Improving Critical Infrastructure Cybersecurity*. NIST Technical Series Publications.
<https://nvlpubs.nist.gov/nistpubs/CSWP/NIST.CSWP.04162018.pdf>.

ACRONYMS AND ABBREVIATIONS

ANS	American National Standards
ANSI	American National Standards Institute
APCO	Association of Public Safety Communications Officials
CAD	Computer Aided Dispatch
CISD	Critical Incident Stress Debriefing
CISM	Critical Incident Street Management
CJIS	Criminal Justice Information Systems
EAP	Employee Assistance Program
ECC	Emergency Communication Center
ESInet	Emergency Services Internet Protocol Network
FLO	Family Liaison Officer
IDT	Incident Dispatch Team
LMR	Land Mobile Radio
LODD	Line of Duty Deaths
MCT	Mobile Computer Terminal
MOU	Memorandum of Understanding
NG9-1-1	Next Generation 9-1-1
NIMS	National Incident Management System
NJTI	National TERT Joint Initiative
PIO	Public Information Officer
PSAP	Public Safety Answering Point
PSOB	Public Safety Officers' Benefit
PST	Public Safety Telecommunicator
SDC	Standards Development Committee
TERT	Telecommunicator Emergency Response Task Force

APPENDIX

A. Natural Disasters

Natural Disasters are a sudden and severe event in nature that usually results in serious damage and many deaths. Natural disasters include all types of severe weather, which have the potential to pose a significant threat to human health and safety, property, critical infrastructure, and homeland security. Natural disasters occur both seasonally and without warning, subjecting localities and geographic regions to frequent periods of insecurity, disruption, and economic loss. The following list of natural disasters is meant to aid in preparing for the events that may occur in an ECC's jurisdiction. It is not meant to be all inclusive and all encompassing, but instead should assist in building a foundation to create policy and procedure.

- **Tornado**

A tornado is a mobile, destructive vortex of violently rotating winds having the appearance of a funnel-shaped cloud and advancing beneath a large storm system.

- **Hurricane**

Hurricanes can inflict catastrophic damage to both coastal and inland regions of the US and can cause high winds, heavy rainfall, and severe flooding.

- **Flooding**

Floods inflict more economic damage and loss of life and property than any other natural hazard and encompasses standing water where it is not normally at or water levels above normal in a body of water impacting typically dry areas¹.

- **Winter Storm**

Winter storms occur when a significant amount of snow or ice accumulates over a short period of time, blocking roads, disrupting communications systems, causing power outages, and threatening life safety. This can include ice storms and blizzards.

- **Wildfire**

Wildfires frequently devastate natural, commercial, and residential areas and make the affected lands more susceptible to subsequent flooding and mudslides. Falling embers can expand the wildfire by as much as a mile, while smoke raises health concerns for surrounding communities.

- **Sandstorms /Haboob**

Sandstorms, also called dust storms or haboobs, are caused by strong winds blowing over loose soil or sand and picking up so much material that visibility is greatly reduced.

¹ Weather-related disasters increase over past 50 years, causing more damage but fewer deaths. World Meteorological Organization. (2021, September 9). Retrieved June 20, 2020, from <https://public.wmo.int/en/media/press-release/weather-related-disasters-increase-over-past-50-years-causing-more-damage-fewer>.

- **Pandemic**

A pandemic is an epidemic occurring worldwide, or over a very wide area, crossing international boundaries and generally affecting a large number of people.

- **Volcano**

A volcano is a mountain or a hill, having a crater or vent through which lava, rock fragments, hot vapor, and gas are being or have been erupted from the earth's crust.

- **Solar Flare**

A brief eruption of intense high-energy radiation from the sun's surface, associated with sunspots and causing electromagnetic disturbances on the earth, as with radio frequency communications and power line transmissions.

B. Man-Made Disasters

The following list of man-made disasters is meant to aid in preparing for the events that may occur in a ECC's jurisdiction. It is not meant to be all inclusive and all encompassing, but instead should assist in building a foundation from which to create policy and procedure. Broad definitions have been included to aid in pre-planning.

- **Active Assailants**

An individual or individuals actively engaged in killing or attempting to kill people in a confined and populated area. These situations are unpredictable and evolve quickly, requiring an immediate police response to mitigate harm to victims. Includes active shooters, mass shooting and stabbings and bombings.

- **Aviation Accidents**

An occurrence associated with the operation of an aircraft, which takes place from the time any person boards the aircraft with the intention of flight until all such person have disembarked, and in which a) a person(s) is fatally or seriously injured, b) the aircraft sustains significant damage or structural failure, or c) the aircraft goes missing or becomes completely inaccessible. Includes aircraft crashes and aircrafts in trouble.

- **Civil Unrest / Riots**

An activity arising from a mass act of civil disobedience in which the participants become hostile toward authority, and authorities incur difficulties in maintaining public safety and order over the disorderly crowd. Includes demonstrations, riots, looting and strikes.

- **Conflagration / Fires**

A large and destructive fire that threatens human life, health and or property. Includes multiple alarm structure fires, large brush fires and acts of arson.

- **Hazardous Materials Incident**

Incidents involving chemicals that if released can cause damage to the environment and health. Includes, explosions, chemical fires, meth labs.

- **Maritime Accidents**

A situation where a vessel or its occupants are, or could potentially be, threatened by grave danger and require assistance in any body of water. Includes boat fires, collisions or crashes, capsized boats, sinking vessel, water rescues.

- **Mass Hostage Sieges**

An act that seizes or detains a large group of individuals crowded together coupled with a threat to kill, injure, or continue to detain such individuals in order to compel a third person or governmental organization to take some action.

- **Pandemics and Diseases**

An epidemic occurring worldwide, or over a very wide area, crossing international boundaries and usually affecting a large number of people.

- **Radiological/ Nuclear Incidents**

Refers to non-routine situations where there is a release of radiation or risk of exposure whether in an isolated incident or large-scale catastrophe. Includes, explosion of nuclear weapons, dirty bombs, radiological exposure devices, nuclear power plant accidents, transportation accidents involving radiation, occupational accidents such as over-exposure to radiation in health-care facilities.

- **Structure/Bridge Collapse**

Refers to the failure of a structure or component to maintain its structural integrity causing potential harm or injury, loss, or damage to structure. Includes buildings, bridges, and trenches.

- **Terrorism Incidents**

The use of force or violence against people or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom. This includes chemical, biological, radiological, nuclear, explosive or incendiary attacks, cyberattacks, overloading on 9-1-1 trunk lines and denial of service attacks.

C. Center-wide / Agency Direct Impact / LODD

The following documents may be used to assist an agency with navigating these difficult times. Forms may be duplicated for use and should be readily available to staff for use should the need arise.

Personnel Emergency Contact Form

Employee Emergency Contact Information

The information that you provide will be used **ONLY** in the event of your serious injury or death in the line of duty. Please take the time to fill it out fully and accurately because the data will help the department take care of your family and friends.

PERSONAL INFORMATION

Last Name	First Name	Middle Name
Home Address		
City	State	Zip
Phone Number		
()		

CONTACT INFORMATION

Family or friends you would like the department to contact. Please list in the order you want them contacted. If needed, provide additional names on the back of this sheet.

NOTE: If the contact is a minor child, please indicate the name of the adult to contact.

Name	
Relationship	
Home Contact Information	
Address:	
Phone:	
Work Contact Information	
Name of Employer:	
Address:	
Phone:	Normal Work Hours:
Pager/Cell Phone:	
Special Circumstances - such as health conditions or need for an interpreter	

Employee Emergency Contact Information

CONTACT INFORMATION, con't

Name
Relationship
Home Contact Information
Address:
Phone:
Work Contact Information
Name of Employer:
Address:
Phone:
Normal Work Hours:
Pager/Cell Phone:
Special Circumstances - such as health conditions or need for an interpreter

List the names and birth dates of all your children	
Name:	DOB:
Name:	DOB:
Name:	DOB:

List the department member(s) you would like to accompany a chief fire officer to make the notification	
Name:	
Name:	

List anyone else you want to help make the notification (for example, your minister)	
Name:	
Relationship:	
Home Contact Information	
Address:	
Phone:	
Pager/Cell Phone:	
Work Contact Information	
Name of Employer:	
Address:	
Phone:	Normal Work Hours:
Pager/Cell Phone:	

Employee Emergency Contact Information

OPTIONAL INFORMATION

Make sure someone close to you knows this information.

Religious Preferences
Religion:
Place of Worship:
Address:

Funeral Preferences		
Are you a veteran of the U.S. Armed Services?	Yes	No
If you are entitled to a military funeral, do you wish to have one?	Yes	No
Do you wish to have a fire service funeral?	Yes	No
Please list your membership in fire service, religious or community organizations that may provide assistance to your family:		
1.		
2.		
3.		
4.		
Do you have a will?	Yes	No
<i>If yes, where is it located, or who should be contacted?</i>		
Are you a designated organ donor?	Yes	No
<i>If yes, coordination with a medical examiner may be required.</i>		

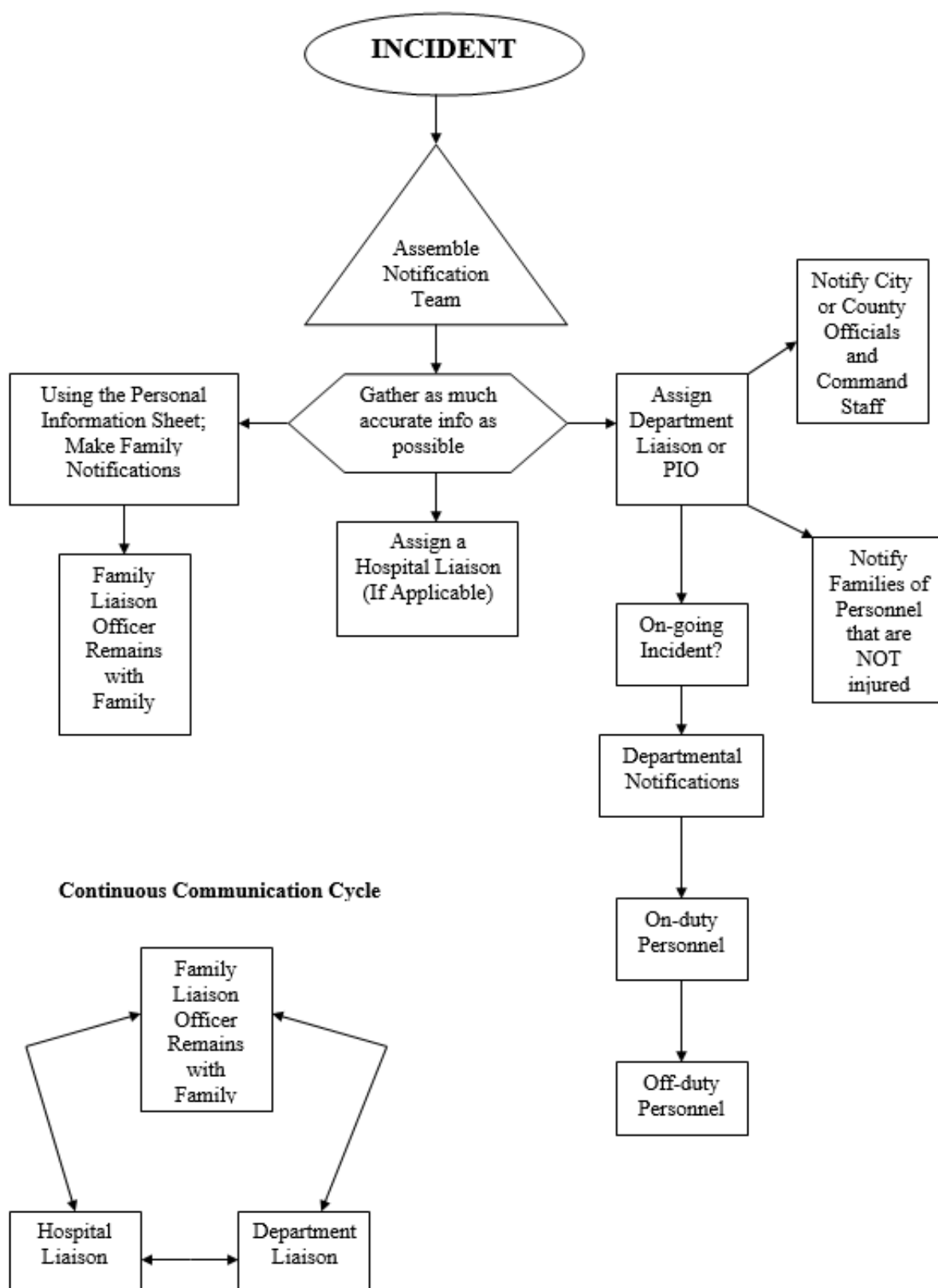
List all life insurance policies you have		
Company	Policy Number	Location of Policy
1.		
2.		
3.		
Is all information current? (beneficiary names, contact info, etc.)		
		Yes No
<i>This information may determine who gets Federal benefits.</i>		

Special Requests

Employee Signature

Date

LODD / Serious Injury Notification Flow Chart



Line-of-Duty Death Action Checklist

FIRST 24 HOURS

Notification

- _____ Assign a 2-person team to notify the employee's family, in person, before releasing any information
- _____ Notify all on and off-duty personnel, including chaplain.
- _____ Notify elected officials and other key people in the community of the death.
- _____ Notify all other chiefs in the jurisdiction.
- _____ Notify the Public Safety Officers' Benefits Program office.

Family Support

- _____ Designate a family support liaison (team) and offer to stay with the family around the clock.
- _____ Designate a hospital liaison, if appropriate.
- _____ Meet with the family to explain support the agency can provide and any immediate support they can offer. Be prepared to explain why an autopsy may be required.
- _____ Collect the deceased employee's department belongings to give to the family later. Inventory and document in the presence of a witness. If some belongings will be held during investigation, explain this to the family.

Department Support

- _____ Contact the National professional associations as needed for assistance.
- _____ Arrange critical incident debriefing for the department.

Dealing with the Incident

- _____ Determine the type of employee fatality / serious injury investigation to conduct in addition to the NIOSH investigation (i.e., internal or external board of inquiry; arson, accident or homicide related).
- _____ Contact the departmental or jurisdictional attorney regarding possible legal issues.

Dealing with the Community and the Media

- _____ Prepare a summary of facts about the employee and the incident to use for public release of information.
- _____ Prepare a written statement for the chief or spokesperson to release to the media.
- _____ Hold a briefing with the media.

DAY TWO THROUGH THE FUNERAL

Funeral/Memorial Service

- _____ Assist the family in planning the funeral as they choose.
- _____ Continue to inform department members of the details regarding the incident and the funeral/memorial service plans.
- _____ Coordinate plans for agency participation in funeral.

Family Support

- _____ Request that local law enforcement officials make routine checks of the family's residence during the funeral and for several weeks afterwards.
- _____ Assist the family with tasks related to home maintenance, transportation of out-of-town family and friends, childcare, etc.

Department Support

- _____ Monitor department members closest to the incident to see how they are dealing with the loss.

AFTER THE FUNERAL

Family Support

- _____ Continue to invite the family to department events and activities.
- _____ Provide assistance with routine tasks (home maintenance, running errands, etc.)
- _____ Assign someone to assist the family in accessing all benefits for which they are eligible.
- _____ Offer to "be there" at special times/events (children's activities, holidays, etc.).

Department Support

- _____ Assist department members in accessing additional support, as needed.

Memorials and Tributes

- _____ Inform and include families in local, state, and national tributes to the employee.
- _____ Make the family aware of the applicable national professional organizations and the assistance they provide to emergency service survivors.
- _____ Plan to attend the National Memorial Weekend for the branch of service and to send an escort and honor guard unit for the family.

Department Issues/Planning

- _____ Update Emergency Contact Information for all department members.
- _____ Create or revise the department's Line-of-Duty Death plan.

D. Day-to-Day Overload

Sample mutual aid agreement below. This should be modified for local jurisdictional needs and reviewed by the appropriate legal counsel:

INTERGOVERNMENTAL AGREEMENT FOR THE SHARING OF EMERGENCY COMMUNICATIONS CENTER PERSONNEL WITHIN ## *INSERT GEOGRAPHICAL LOCATION* ## WHEN PERSONNEL ARE UNABLE TO GET TO THEIR NORMAL REPORTING LOCATION

This Intergovernmental Agreement (“Agreement”) is entered into, pursuant to *## insert any required statutes or ordinances ##*, by and among counties and cities, inter-local agencies, regional governments, and special districts within *## list of counties subject to agreement ##* counties in *## name of state counties reside ##* (herein collectively known as “Parties”).

RECITALS

WHEREAS the *## insert geographical region ##* is prone to natural hazards such as earthquakes, floods, wind, snow, and ice storms; and

WHEREAS, those hazards, when they occur, may cause a loss of power and communications, significantly damage or affect transportation routes, and leave Party agency Emergency Communications Center (ECC) Personnel stranded and unable to report to their normal work locations; and

WHEREAS the Intergovernmental Agreement (IGA) for Regional Disaster Preparedness within the *## insert geographical region ##* Region established the Regional Disaster Preparedness Organization (RDPO), and subsequent Dispatch Center Consortium (DCC) for the purpose of strengthening and coordinating the *## insert geographical region ##* region’s disaster preparedness, response, and recovery capabilities and enhance its disaster resilience; and

WHEREAS the agencies that are members of the DCC as well as other agencies in the *## insert geographical region ##* region have ECC personnel that are trained in public safety dispatch and emergency call taking functions that align with and conform to National Incident Management System (NIMS) training standards; and

WHEREAS the ECC personnel of agencies in the *## insert geographical region ##* region, when stranded by hazard impacts, may be available to assist with public safety dispatch and emergency call taking functions in another agency ECC; and

WHEREAS *## insert applicable state statutes ##* authorize units of local government in the states of *## insert states ##* respectively to enter into written agreements with any other unit or units of local government for the performance of any of all functions and activities that any of them has the authority to provide.

NOW, THEREFORE, the Parties agree as follows:

TERMS AND CONDITIONS

I. PURPOSE OF THIS AGREEMENT

The purpose of this Agreement is to authorize, facilitate and establish conditions and provisions for the sharing of qualified ECC Personnel amongst the Parties during emergencies where transportation routes are disrupted and ECC Personnel are unable to report to their normal work locations.

II. DEFINITIONS

- A. Borrower/Borrowing Agency means a Party agency who accepts Emergency Assistance in the form of personnel from another Party agency, pursuant to the terms of this Agreement.
- B. Emergency includes, but is not limited to, a human-caused or natural event or other circumstance, such as an earthquake, flood, wind, snow, or ice storm, which prevents ECC Personnel from reporting to their normal work locations.
- C. Emergency Assistance means ECC Personnel assistance offered during an Emergency and accepted by a Borrowing Agency to assist in the response, relief and/or recovery efforts.
- D. Emergency Communications Center (ECC) is the physical location at which the coordination of information and resources to support partner agency response (on-scene operations) activities normally takes place. In the context of this
- E. Emergency Communications Center (ECC) Personnel are Party agency employees and qualified emergency service volunteers responsible for various activities occurring within an ECC such as coordination, communications, resource allocation and tracking, and information collection, analysis and dissemination. They may be full-time dispatcher/call taker personnel or other personnel from the party agency.
- F. Lender/Lending Agency means a Party agency that provides Emergency Assistance in the form of ECC Personnel to another Party agency, pursuant to the terms of this Agreement.
- G. National Incident Management System (NIMS) is a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards – regardless of cause, size, location, or complexity – in order to reduce loss of life, property, and harm to the environment.
- H. Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies, non-governmental organizations, and private sector stakeholders in the ###

insert geographical area ### region collaborating to increase the region's resiliency to disasters. The mission of the RDPO is to build and maintain regional disaster preparedness capabilities in the ### *insert geographical area* ### region through strategic and coordinated planning, training and exercising, and investment in technology and specialized equipment

III. ADMINISTRATION

The DCC Chair will serve as the administrator of this Agreement. The administrator will maintain copies of all signed Agreements and organize meetings of the Party Emergency Program Managers to implement tasks related to the administration and implementation of this Agreement, as outlined in Section V.B.i.

IV. PARTICIPATION IN THIS AGREEMENT

- A. Participation in this Agreement is voluntary. No Party shall be liable to another Party or be considered to be in breach or default under this Agreement, on account of any delay in or failure to perform any obligation, except to make payment as specified in this Agreement.
- B. All counties, cities, inter-local agencies, regional governments, and special districts within ## *insert lists of counties and state they are in* ##, are eligible to be a Party to this Agreement.

V. ROLES OF PARTY EMERGENCY PROGRAM MANAGERS

- A. Each Party agrees that its Operations Manager or designee will serve as its representative in any meeting to address administration and implementation of this Agreement.
- B. The Party agency Operations Managers, or designees, together, shall:
 - i. Meet annually or as necessary to review and update this Agreement, develop and maintain procedures for Agreement implementation, and evaluate lessons learned from actual use of this Agreement.
 - ii. Develop planning details associated with being a Borrower or Lender under the terms of this Agreement.
 - iii. Develop and maintain qualification standards for ECC Personnel.
 - iv. Develop and implement a means to maintain and disseminate accurate rosters of approved ECC personnel (paid and volunteer)
- C. Each Party agency Operations Manager, or designee, shall:

- i. Participate in any meetings convened to address administration and implementation of this Agreement.
- ii. Develop and maintain procedures necessary to implement this Agreement.
- iii. Develop, maintain, and publish a current roster of approved ECC personnel, paid and volunteer. Personnel listed on the roster must meet the definition in Part II.E of this Agreement; volunteer personnel must additionally meet the definition in part II of this agreement. The list must be available to Party Emergency Program Managers, through an agreed-upon process.
- iv. Maintain a current master copy of this Agreement, and a copy of all implementing policies, procedures, and other documentation.
- v. Notify all Parties if their agency terminates its participation in this Agreement.

VI. Emergency Communications Center (ECC) PERSONNEL

- A. ECC Personnel must meet at least the minimum qualification standards established by the Party Agency training department and be willing to offer Emergency Assistance to another Party agency in order to participate in this program.
- B. ECC Personnel are authorized to offer Emergency Assistance to other Party agencies (i.e., Borrowers) when an Emergency prevents them from reporting to their normal work locations. ECC Personnel will make every effort to report to their normal work locations before aiding another Party agency.
- C. When reporting to another agency's ECC, ECC Personnel must request an assignment from a person authorized to assign and supervise personnel in that ECC.
- D. The Borrowing Agency is not required to accept and assign reporting ECC Personnel.
- E. ECC Personnel will make appropriate efforts to advise their employers of their situation either directly or through the Borrowing Agency.

VII. EMPLOYEES AS INDEPENDENT CONTRACTORS

- A. Each Lender shall be and operate as an independent contractor of the Borrower in the provision of any Emergency Assistance. Employees of the Lender shall, at all times while performing Emergency Assistance, continue to be employees of the Lender and shall not be deemed employees of the Borrower for any purpose. Wages, hours, and other terms and conditions of employment of the Lender shall remain applicable to its employees who perform Emergency Assistance. Each Lender shall be solely responsible for payment of its employees' wages, any required payroll taxes and any benefits or other compensation. A Borrower shall not be responsible for paying any wages, benefits, taxes,

or other compensation directly to a Lender's employees. The costs associated with borrowed employees are subject to the reimbursement process outlined in Paragraph IX, Payment for Emergency Assistance.

- B. In no event shall a Lender or its officers, employees, agents, or representatives be authorized (or represent that they are authorized) to make any representation, enter into any agreement, waive any right, or incur any obligation in the name of, on behalf of or as agent for a Borrower under or by virtue of this Agreement.
- C. Loaned employees shall remain under the administrative control of the Lender but will be under the operational control of the emergency management authorities of the Borrower. The Lender shall not be liable for cessation or slowdown of work if the Lender's employees decline or are reluctant to perform any assigned task if said employees judge such task to be unsafe. A request for loaned employees to direct activities of others during a particular operation does not relieve the Borrower of any responsibility or create any liability on the part of the Lender for decisions and/or consequences of the operation.

VIII. DUTIES OF BORROWING AGENCY

- A. The Borrower is responsible for making arrangements, as necessary, to provide for the safety, housing, meals, and transportation to and from job/housing sites for loaned ECC Personnel. Costs associated with such arrangements shall be borne by the Borrowing Agency.
- B. The Borrower is responsible for ensuring ECC Personnel understand the scope of their assigned duties and for training them on the policies of the Borrowing Agency or agreeing that ECC Personnel will perform duties in accordance with the Lending Agency's policies.
- C. Unless otherwise agreed to with the Lender, the Borrower shall release ECC Personnel providing Emergency Assistance as soon as conditions allow the personnel to return to their normal work locations. The Borrower shall notify the Lender when the Lender's ECC Personnel are released.

IX. PAYMENT FOR EMERGENCY ASSISTANCE

The Parties agree to the following terms:

- A. The Lender is authorized to invoice the Borrower for the total costs of loaned employees including salary or hourly wages, overtime, benefits, and overhead for all time beyond the first 12 hours. All costs shall be consistent with the Lender's personnel union contracts, if any, or other conditions of employment. The Borrower and Lender may make other arrangements for payment if mutually agreed to.

- B. A Borrower shall pay a Lender for all valid and invoiced costs associated with Emergency Assistance provided by the Lender within sixty (60) days of receipt of the Lender's invoice. The Lender, in its sole discretion, may elect to extend the repayment deadline upon written request of the Borrower.
- C. Qualified emergency service volunteers, under this Agreement, are not paid and therefore not subject to wage reimbursement.

X. TERMINATION

Any Party opting to terminate its participation in this Agreement shall provide written notice to the administrator of this agreement and the Emergency Program Managers of the other Parties. Notice of termination becomes effective upon receipt by the other Parties. Any Party terminating its participation remains liable for all obligations incurred during its period of participation, until the obligation is satisfied.

XI. RECORD KEEPING

Time sheets and/or daily logs showing hours worked by ECC Personnel will be recorded on a shift-by-shift basis and provided to the Borrower as needed. Under all circumstances, the Borrower remains responsible for ensuring that the amount and quality of all documentation is adequate to enable disaster reimbursement.

XII. INDEMNIFICATION AND LIMITATION OF LIABILITY

- A. INDEMNIFICATION. Except as provided in Paragraph B below, to the fullest extent permitted by applicable law, the Borrower releases and shall indemnify, hold harmless and defend each Lender and its officers, employees and agents from and against any and all costs, including costs of defense, claims, judgments, or awards of damages asserted or arising directly or indirectly from, on account of, or in connection with providing Emergency Assistance to the Borrower, whether arising before, during or after performance of the Emergency Assistance and whether suffered by any of the Parties or any person or entity.

The Borrower agrees that its obligation under this section extends to any claim, demand and/or cause of action brought by or on behalf of any of its employees or agents. For this purpose, the Borrower, hereby waives, as respects any indemnity only, any immunity that would otherwise be available against such claims under the workers' compensation coverage requirements of *## insert applicable state statute on workers' comp ##*.

A qualified emergency service volunteer is an agent of the Borrower for the purpose of acts and omissions of the volunteer that are within the course and scope of the volunteer's duties. The Borrower shall defend, save harmless and indemnify the volunteer for any tort claim arising out of an act or omission while the volunteer is performing emergency

service activities for the Borrower. This protection is subject to additional provisions in
insert applicable state statute on protections

- B. **ACTIVITIES IN BAD FAITH OR BEYOND SCOPE.** No Party shall be required under this Agreement to indemnify, hold harmless and defend any other Party from any claim, loss, harm, liability, damage, cost, or expense caused by or resulting from the activities of any Party's officers, employees, or agents acting in bad faith or performing activities beyond the scope of the duties assigned by the Borrower or a person granted supervisory authority by the Borrower.
- C. **LIABILITY FOR PARTICIPATION.** In the event of any liability, claim, demand, action or proceeding, or whatever kind or nature, arising from the rendering of Emergency Assistance through this Agreement, the Borrower agrees to indemnify, hold harmless, and defend, to the fullest extent of the law, each signatory to this Agreement whose only involvement in the transaction or occurrence, which is the subject of such claim, action, demand or proceeding, is the execution and approval of this Agreement.

XIII. WORKERS' COMPENSATION AND EMPLOYEE CLAIMS

- A. All Lender employees made available to a Borrower shall remain the general employees of the Lender while engaging in and performing duties, functions, or activities pursuant to this Agreement, and each Party shall remain fully responsible as the employer for all taxes, assessments, fees, premiums, wages, withholdings, worker's compensation, and other direct and indirect compensation, benefits, and related obligations with respect to its employees. Likewise, each Party shall provide worker's compensation in compliance with statutory requirements of the *## insert name of involved state(s) ##*.
- B. All ECC Personnel that are qualified emergency service volunteers made available to a Borrower shall follow the Borrowing Agency policies for volunteers. Volunteers are not paid employees and are not subject to worker's compensation or other direct and indirect compensation, benefits, or related obligations, except as provided in *## insert applicable state statute for workers' comp ##*.

XIV. NON-EXCLUSIVENESS AND OTHER AGREEMENTS

- A. This Agreement is not intended to be exclusive among the Parties. Any Party may enter into separate Emergency Assistance agreements with any other entity. No such separate agreement shall terminate any responsibility under this Agreement.
- B. Other agreements for Emergency Assistance between any Parties are unaffected by this Agreement and remain in effect until separately terminated. When another agreement exists at the time a request for Emergency Assistance is made, the Borrower and Lender should be clear about the agreement under which the request is being made and by which the assistance costs will be paid.

XV. NO PARTNERSHIP

This Agreement shall not be interpreted or construed to create an association, joint venture or partnership among the Parties or to impose any partnership obligation or liability upon any Party. Further, no Party shall be considered an agent of any other Party or otherwise have authority to bind any other Party.

XVI. NO THIRD-PARTY BENEFICIARY

Nothing in this Agreement shall be construed to create any rights in or duties to any third party, nor any liability to or standard of care in reference to any third party. This Agreement shall not confer any right or remedy upon any person other than the Parties. This Agreement shall not release or discharge any obligation or liability of any third party to any Party.

XVII. ENTIRE AGREEMENT

This Agreement constitutes the entire agreement, though other existing agreements of the Parties may take precedence over certain concepts outlined in this Agreement.

XVIII. SUCCESSORS AND ASSIGNS

This Agreement is not transferable or assignable, in whole or in part, and any Party may terminate its participation in this Agreement subject to Article X.

XIX. TORT CLAIMS

It is not the intention of this Agreement to remove from any of the Parties any protection provided by applicable tort claims laws. However, between a Borrower and a Lender, the Borrower retains full liability to the Lender for any claims brought against the Lender as described in other provisions of this Agreement.

XX. WAIVER OF RIGHTS

Any waiver at any time by any Party of its rights with respect to a default under this Agreement, or with respect to any other matter arising in connection with this Agreement, shall not constitute or be deemed a waiver with respect to any subsequent default or other matter arising in connection with this Agreement. Any delay in asserting or enforcing any right, except those related to the statutes of limitations, shall not constitute or be deemed a waiver.

XXI. ADHERENCE TO LAW

Each Party shall comply with all federal, state, and local laws and ordinances applicable to this Agreement.

XXII. EXECUTION IN COUNTERPARTS

This Agreement may be executed in counterparts, each of which shall be an original, and all of which shall constitute but one and the same instrument.

**IGA FOR THE SHARING OF PUBLIC SAFETY ANSWERING POINT PERSONNEL WITHIN
THE GREATER PORTLAND METROPOLITAN REGION WHEN PERSONNEL ARE
UNABLE TO GET TO THEIR NORMAL REPORTING LOCATION
SIGNATURE PAGE**

In Witness Whereof, the Public Entity _____ (Party) has caused this Agreement to be executed by its duly authorized representatives as of the date of their signatures below:

_____ Signature of Officer	_____ Date	_____ Officer's Title
-------------------------------	---------------	--------------------------

_____ Signature of Counsel	_____ Date	_____ Counsel's Title
-------------------------------	---------------	--------------------------

Name and title of primary Contact Representative:	
Address:	
Phone:	Email:

Name and title of alternate Contact Representative:	
Phone:	Email:

1. Mail the original signed **IGA Signature Page** (this page - actual hard copy page) to:
DCC Chair

E-mail:

Telephone:

2. Retain a second original signed **IGA Signature Page** for your records.

Telecommunicator Emergency Response Taskforce (TERT):

FEMA Suggested TERT capabilities¹:

RESOURCE: Telecommunicator Emergency Response Taskforce (TERT)						
CATEGORY: Communications Resources			KIND:		Taskforce	
MINIMUM CAPABILITIES:		TYPE I	TYPE II	TYPE III	TYPE IV	OTHER
Personnel	Team Leader	1	1	1	1	1
Personnel	Supervisor	6	6	4	2	0
Personnel	Telecommunicator	42	36	28	14	7
Personnel	EMD Certified See Note 1	Same as Type II	25% of Telecommunicators	See Note 2	See Note 2	See Note 2
Taskforce	Duration of Operations	Same as Type II	Long; Greater than 1 week	Same as Type V	Same as Type V	Short; up to 1 week
Equipment	Laptop Computer with wireless Internet connection	Same as Type II	1 Laptop	None Specified	None Specified	None Specified
Comments	<p>Note 1: During out-of-state Emergency Management Assistance Compact (EMAC) requests at the Type I and Type II levels, the request will automatically include a 25% contingent of EMD certified telecommunicators. TERT State Coordinators are responsible for identifying such members. A multi-state response may be requires to fill this requirement.</p> <p>Note 2: EMD certification is not a requirement for TERT team membership. However, if a requesting agency specifies that they wish to have EMD qualified TERT members respond, the TERT State Coordinator should make every effort to fulfill the request by identifying EMD qualified team members.</p> <p>Additional information on the TERT is found in the National Joint TERT Initiative document Model Recommendations for Telecommunicator Emergency Response Taskforce (TERT) Deployment.</p>					

¹ Federal Emergency Management Agency. (2021, June 3). *IS-144.a: TERT Basic Course*. Emergency Management Institute. <https://training.fema.gov/is/courseoverview.aspx?code=IS-144.a>.

GLOSSARY

EXTERNAL CONNECTION (INTERNET): a connection which provides access to the world wide web

INTERNAL CONNECTION (INTRANET): a connection to resources, documents, applications, and pages that is contained within the hosting organization via private network.

STANDARD OPERATING PROCEDURES (SOP): a written directive that provides a guideline for conducting an activity. The guideline may be made mandatory by including terms such as “shall” rather than “should” or “must” rather than “may.”

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