

(Decision No. C92-561)

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF COLORADO

RULES OF THE PUBLIC UTILITIES COMMISSION OF THE STATE OF COLORADO CONCERNING EMERGENCY REPORTING SERVICES FOR TELE-COMMUNICATIONS SERVICE PROVIDERS) AND TELEPHONE UTILITIES.

DOCKET NO. 91R-499T

COMMISSION ORDER (1) SETTING AN INFORMATION CONFERENCE FOR ALL INTERESTED PARTIES ON MAY 5, 1992, FROM 1 P.M. TO 4 P.M. AND (2) RELEASING NEW PROPOSED DRAFT E-911 RULES

Mailed Date: April 28, 1992 Adopted Date: April 22, 1992

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STATEMENT

BY THE COMMISSION:

This matter has been considered at several hearings' before the Public Utilities Commission ("Commission"), and three proposed drafts of emergency reporting service rules have The Commission will conduct an been circulated to date. information conference with all parties in this rulemaking docket on Tuesday, May 5, 1992, from 1 p.m. to 4 p.m., at the Commission's Hearing Room, Office Level 2 (OL2), Logan Tower, 1580 Logan Street, Denver, Colorado. The conference is for information only and will not be a part of the official record in this docket. In order to better focus the discussion at the meeting, the Commission attaches hereto a further draft version of the rules.

THEREFORE THE COMMISSION ORDERS THAT:

The Commission will conduct an information conference on the proposed rules as follows:

> DATE: May 5, 1992

TIME: 1 p.m. to 4 p.m.

PLACE: Commission Hearing Room

Office Level 2 (OL2)

Logan Tower

1580 Logan Street Denver, Colorado

Hearings were held September 27, 1991; November 1, 1991; and January 27, 1992.

This Order is effective on its Mailed Date.

ADOPTED IN OPEN MEETING April 22, 1992.

ATTEST: A TRUE COPY

1 Fruch. Fund Bruce N. Smith Executive Secretary

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THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF COLORADO

ARNOLD H. COOK

GARY L. NAKARADO

CHRISTINE E. M. ALVAREZ

Commissioners

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DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 1 of 25 PAGES

RULES PRESCRIBING THE PROVISION OF EMERGENCY REPORTING SERVICES FOR EMERGENCY TELECOMMUNICATIONS SERVICE PROVIDERS AND TELEPHONE UTILITIES

1 2

BASIS, PURPOSE, AND STATUTORY AUTHORITY

These rules are issued under the authority of Title 40, Articles 1 to 7 and 15, C.R.S. Specifically, § 40-2-108, C.R.S., states "The commission shall promulgate such rules and regulations as are necessary for the proper administration and enforcement of this title . . ." In § 40-15-201, C.R.S., it states, "The commission may promulgate such rules and regulations as are necessary for the purpose of implementing the provisions of this part 2." Basic emergency service is defined as a Part 2 service. (See § 40-15-201(2)(b), C.R.S.) These rules describe the components required in providing Emergency Reporting Services (911), and establish procedures to certify Basic Emergency Service providers.

Inherent features of 911 increase communications efficiency. 911 is a simple telephone number, easy to remember, easy to dial, and consistently used throughout North America. The missing element is universality in that 911 is not available in some locations. Most metropolitan areas provide 911 service, and a handful of states have attained 100 percent coverage. In Colorado 911 service is not universally available. However, the public often has the perception and expectation that it is. This may cause problems for persons attempting to use 911 in areas of Colorado without 911 service. The purpose of these rules is to promote implementation and

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 2 of 25 PAGES

1	availability of 911 Emergency Reporting Services to all Governing Bodies throughout Colorado
2	at an affordable rate.
3	
4	RULE 1: DEFINITIONS AND SERVICE DESCRIPTION
5	1.1: GENERAL DEFINITIONS
6	
7	911: A three-digit telephone number used to facilitate the reporting of an incident or a situation
8.	requiring the response by a Public Agency such as a fire department or police department.
9	
10	Automatic Location Identification (ALI): The automatic display of the caller's telephone
11	number, the address for the telephone, including non-listed and non-published numbers and
12	addresses, and other supplemental information on the calling party's locationon equipment at
13	the Governing Body or Public Safety Answering Point ("PSAP") location.
14	
15	ALI Database Provider: Any person who, on a for-profit or not-for-profit basis, undertakes
16	the provision of the Automatic Location Information ("ALI") to the Basic Emergency Services
17	Provider and the Governing Body for a specific geographic area.
18	

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 3 of 25 PAGES

1	Automatic Number Identification (ANI): The automatic equipment at a local central office
2	used on customer-dialed calls to identify the calling station. This information also may be sent
3	over the trunk that connects the calling party's central office to other central office switches.
4	en e
5	Basic Emergency Service: A Part 2 Regulated Telecommunications Service (§ 40-15-201
6	(2)(b), C.R.S.) permitting the use of the basic local exchange system and the single three-digit
7	number 911 for reporting police, fire, medical, or other emergency situations to a public safety
8	answering point ("PSAP") and referral to a Public Agency.
9	
10	Basic Emergency Service Provider: Any properly authorized local exchange provider who
11	undertakes the aggregation and transportation of "911" calls from the local exchange provider
12	to a Governing Body.
13	
14	Basic Local Exchange Service: The telecommunications service which provides a local dial
15	tone line and local usage necessary to place or receive a call within an exchange area regulated
16	pursuant to part 2 of Title 40, Article 15 of the Colorado Revised Statutes. (Source: §
17	40-15-102 (3), C.R.S.)
18	
19	E911 Features: The ANI, ALI database and selective routing capabilities and all other
20	components of an E911 system, not including the transport and switching facilities

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 4 of 25 PAGES

1	E911 Tandem: The switch that receives E911 calls from the originating local exchange central
2	offices, employs the ANI information associated with such calls from the originating central
3	office, determines the correct destination of the call, and forwards the call and the ANI
4	information to that destination.
5	en e
6	E911 Trunks: The facilities that connect from the central office serving the individual telephone
7	that originates a 911 call to the E911 Tandem and connect the tandem to the Public Safety
8	Answering Point ("PSAP"). These may include, but are not limited to point-to-point private line
9	facilities. Common or shared facilities also may be used subject to the provisions of this Rule
10	5.2.
11	
12	Emergency Telephone Service: A telephone system utilizing the single three-digit number 911
13	for reporting police, fire, medical or other emergency situations. (Source: § 29-11-102 (2),
14	C.R.S.)
14 15	C.R.S.)
	C.R.S.) Enhanced 911 (E911): A telephone system which includes ANI, ALI (including non-listed and
15	

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 5 of 25 PAGES

1	Geographic Area: The area such as a city, county, municipality, multiple counties, or other
2	areas defined by a Governing Body or other governmental agency for the purpose of providing
3	Public Agency response to 911 calls.
4	
5	Governing Body: A board of county commissioners of a county or the city council or other
6	governing body of a city, city and county, or town or the board of directors of a special district.
7	(Source: § 29-11-101(4), C.R.S.)
8	
9	Local Exchange Provider: Any person authorized by the Commission to provide basic local
. 10	exchange service. (Source § 40-15-102(18), C.R.S.)
11	
12	Master Street Address Guide (MSAG): The file of street names and ranges defining
13	emergency service agencies particular to a telephone number.
14	
15	Non-listed service: Telephone numbers that are not published in the telephone directory but are
16	available through directory assistance.
17	
18	Non-published service: Telephone numbers that are not published in the telephone directory
19	and are not otherwise available through directory assistance.
20	

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 6 of 25 PAGES

1	Person: Any individual, firm, partnership, copartnership, joint venture, association, cooperative		
2	organization, corporation (municipal or private and whether organized for profit or not).		
3	governmental agency, state, county, political subdivision, state department, commission, board		
4	or bureau, fraternal organization, nonprofit organization, estate, trust, business or common law		
5	trust, receiver, assignee for the benefit of creditors, trustee, or trustee in bankruptcy or any		
6	other service user.		
7			
8	Public Agency: Any city, city and county, town, county, municipal corporation, public distric		
9	or public authority located in whole or in part within this state which provides or has the		
10	authority to provide fire fighting, law enforcement, ambulance, emergency medical, or other		
11	emergency services. (Source: § 29-11-101(6), C.R.S.)		
12			
13	Public Safety Answering Point ("PSAP"): Is a facility equipped and staffed to receive 911		
14	calls from the Basic Emergency Service Provider. PSAPs operate under the direction of the		
15	Governing Body and are responsible to direct the disposition of 911 calls.		
16			
17	Routing: the central office programming required to transport a 911 call to the correct 911		
18	tandem.		

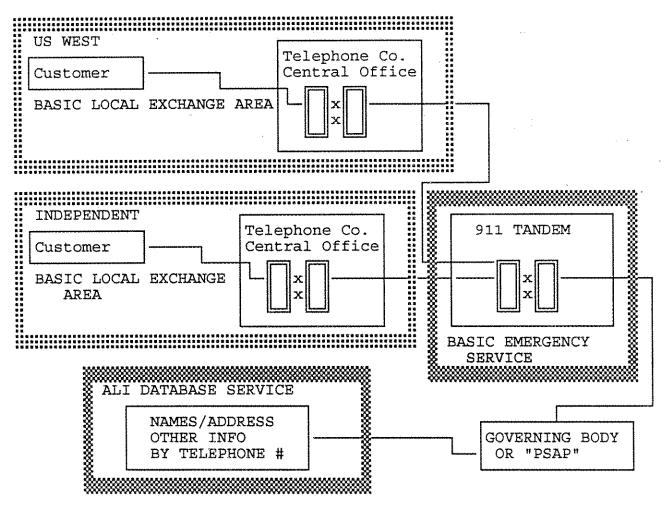
DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 7 of 25 PAGES

1 Selective Routing: The capability of routing a 911 call to a designated PSAP based upon the 2 seven-digit calling telephone number of the subscriber dialing 911. 3 4 TDD: A telecommunications device for use by deaf persons that employs graphic 5 communication in the transmission of coded signals through a wire or radio communication 6 system. 7 8 TDD Emergency Access: Provides 911 access to individuals that use TDDs and computer 9 modems. 10 11 Telecommunications Relay Services: Provide the ability for hearing- or speech-impaired individuals to engage in communication, by wire or radio, with a hearing individual in a manner 12 13 that is functionally equivalent to communication by an individual without a hearing or speech 14 This includes telecommunication relay services that enable two-way impairment. 15 communications between an individual who uses a TDD or other non-voice terminal device and 16 an individual who does not use such a device. 17 Transport: The transmission of a 911 call from the originating caller to the PSAP. 18 19 1.2: SERVICE DESCRIPTION 20 1.2.1 BASIC EMERGENCY SERVICE: The telecommunications service which provides the

means to aggregate and transport "911" calls to a Governing Body. The aggregation of calls is

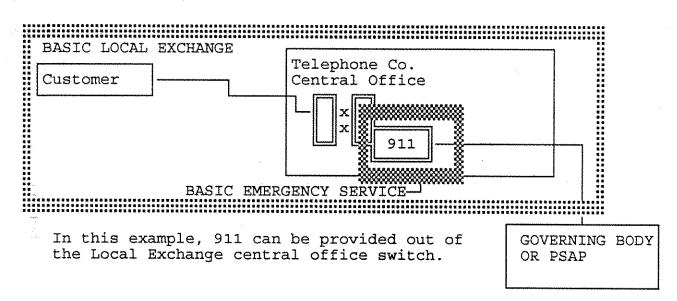
 DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 8 of 25 PAGES

the process of collecting 911 calls from one or more local exchange switches that serve a geographic area for the purpose of sending them to the correct authority designated to receive such calls. This service may be provided to a Governing Body by connections between a local exchange central office switch, connections to a 911 tandem, and connections to the Governing Body. In many instances an ALI Database also may be interconnected with the other components of the service. An example involving two exchanges serving a geographic area and the provision of 911 service to a Governing Body is:



DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 9 of 25 PAGES

- 1 An alternative form of Basic Emergency Service, where a Local Exchange Provider is also a
- Basic Emergency Service Provider and is providing "basic" 911 service to a Governing Body,
- 3 might look like the following:



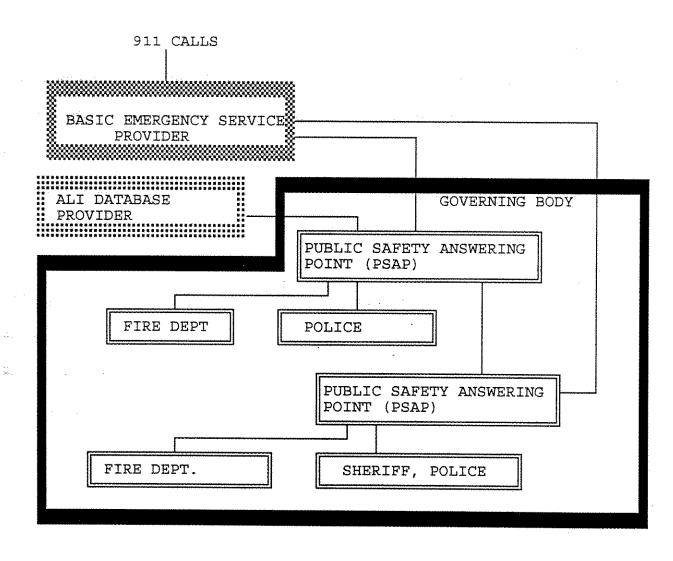
DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 10 of 25 PAGES

1.2.2 ALI Database Service: This service is "integral" to the provision of Enhanced 911 ("E911") services. An ALI Database provider shall have access to non-published and non-listed telephone number lists that are maintained by local exchange providers. E911 service is distinguished from 911 service in the ability of the Basic Emergency Service provider to provide greater routing flexibility for 911 calls based on information that is placed in a computer database. The ALI Database also provides the means for the Governing Body to display the address as well as the telephone number for incoming 911 calls and additional customer provided information on the 911 caller location.

Due to the requirement for the ALI Database Provider to have access to non-published and non-listed telephone number information from the Local Exchange providers and the vested interest of this Commission in the adequacy, installation, and operation in services critical for the provision of emergency calls, this Commission shall require that non-disclosure agreements be signed. The Commission will require that all providers of Basic Local Exchange Service make available all information, as needed to maintain the MSAG, that may be required for the ALI Database Provider to relate telephone numbers to locations for listed as well as non-listed and non-published telephone subscribers. Provision of such information shall not be limited to a per call basis.

1.2.3 Governing Body: The Governing Body is responsible for receiving the 911 calls from the Basic Emergency Provider and, if applicable, ALI Database information. The Governing Body forwards the 911 call (and where applicable, the ALI Database Information) to the proper Public Agency such as the Fire Department, Sheriff, or Police. An example of such a process is:

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 11 of 25 PAGES



DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 12 of 25 PAGES

RULE 2: APPLICABILITY

Rules 1 through 13 are applicable to all Basic Emergency Service Providers. The components of basic emergency service include, but are not limited to, connections between the central office switch, that provides the local dial tone connection to a subscriber placing a 911 call, and the Basic Emergency Service provider. The Basic Emergency Service provider then provides, through their own facilities or through facilities obtained from a Local Exchange Provider ("LEC") or other network service provider, the facilities to deliver 911 calls to a Governing Body for distribution to the PSAP, Public Agency, or other designated authority for responding to 911 calls originated from a designated geographic area. Basic Emergency Service may be provided via features and functions within the same telephone company switch that provides the dial tone switch. Basic Emergency Service does not include components of the Basic Local Exchange network and equipment furnished to and utilized at the Governing Body's location. However, connections between the Basic Local Exchange network and the Basic Emergency Service provider's system may include common components utilized in the provision of Basic Local Exchange service.

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 13 of 25 PAGES

1 RULE 3: PROCESS FOR CERTIFICATION OF EMERGENCY SERVICE PROVIDERS 2 3.1 The Commission finds and declares that the public convenience and necessity require the provision of Basic Emergency Service within each local exchange area within the State of Colorado, 3 and that such Basic Emergency Service is vital to the public health and safety and shall be provided 4 5 solely by properly certificated local exchange providers. 6 7 A local exchange provider certificated to serve a specific geographic area pursuant to §§ 40-5-3.2 101 through 40-5-103, C.R.S., shall be authorized to provide Basic Emergency Service within its service area without having to obtain a new certificate, but shall file with the Commission in detail 9 10 the means by which it will provide the service. 11 12 An application for authority to provide Basic Emergency Service in areas outside of its 3.3. 13 certificated local exchange area shall contain the following information: 14 3.3.1 The name, address, and telephone number of the applicant. 15 3.3.2 The name, if different than above, under which the applicant will provide Basic 16 Emergency Service(s): 17 18 3.3.3 If the application is a: 19 3.3.3.1 Company or corporation:

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 14 of 25 PAGES

1	3.3.3.1.1	A statement of that fact, the state in which it is incorporated, and, if an out-of-state
2	. •	corporation, a copy of the authority qualifying it to do business in Colorado;
3	3.3.3.1.2	Location of its principal office, if any, in this state;
4	3.3.3.1.3	A copy of its Articles of Incorporation.
5		
6	3.3.3.2	Partnership or copartnership:
7	3.3.3.2.1	The name, title and business address of each partner, both general and limited;
8	3.3.3.2.2	A copy of the partnership agreement establishing the partnership and later amendments,
9		if any.
10		
11	3.3.3.3	City, State or county government, agency of a city, state or county, or a political
12		subdivision, state department, commission, board, bureau or governing body, subject
13		to the jurisdiction of this Commission:
14	3.3.3.3.1	Location of the principal office;
15	3.3.3.3.2	A copy of the approved resolution or motion that establishes the Applicant as a Basic
16		Emergency Service(s) provider and/or ALI Database Service provider.
17		
18	3.3.3.4	An association or stock association:
19	3.3.3.4.1	A statement of that fact

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 15 of 25 PAGES

1	3.3.3.4.2	The names, addresses and titles of each of the members of the association or stock
2		association;
3	3.3.3.4.3	A copy of the authority qualifying it to do business in Colorado, sales tax licenses,
4	-	Federal Employer Identification Number.
5 .	3.3.3.4.4	Location of its principal office, if any, in this state;
6		
7	3.3.4	The geographic area intended to be served pursuant to the application.
8		
9	3.3.5	The name, address, and telephone number of the Local Exchange Provider certificated
10	•	to serve the geographic area which is the subject of the application.
11		
12	3.4. A de	tailed statement of the means by which the applicant will provide the services. This
13	includes the	technical specifications for the system that will be utilized to provide the Basic Emergency
14	Services. T	The technical specifications shall provide information on emergency restoration of the
15	system;	
16		
17	3.5 A cu	rrent financial statement showing the applicant's assets, liabilities, and net worth are
18	sufficient to	provide Basic Emergency Service and/or ALI Database Service as defined by these rules;
19	3.6 The 1	name and address of the applicant's representative or agent, if any, to whom all inquiries
20	should be m	ade;

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 16 of 25 PAGES

RULE 4: UNIFORM SYSTEM OF ACCOUNTS AND COST SEGREGATION

All Basic Emergency Service providers, except for a Governing Body, shall maintain their books and records and perform separation of costs between state and interstate and perform cost segregation as outlined in the Rules Prescribing Cost-Allocation Methods For Segregation Of Investments And Expenses Of Telecommunications Providers, found at 4 CCR 723-27.

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RULE 5: BASIC EMERGENCY SERVICE PROVIDERS

facilities from <u>all</u> Local Exchange providers that have customers in the area designated by the Governing Body for the aggregation and transmission of 911 calls or E911 calls to the Governing Body for this area. The Basic Emergency Service provider may obtain facilities from the Local Exchange provider or other registered interexchange providers for all or portions of the facilities to interconnect the Basic Emergency Service provider to the Governing Body.

14

15

5.2 Facilities required to interconnect the Local Exchange Service provider to the Basic Emergency Service provider shall be provided as follows:

17

16

5.2.1 Dedicated Facilities for connecting each Local Exchange telephone switch to the Basic
Emergency Service provider are based on the requirements established by the basic

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 17 of 25 PAGES

1		emergency service provider, and approved by the Commission, to serve the telephone
2		lines within that local exchange switch.
3		
4	5.2.2	Where shared or common facility groups are utilized to transport calls from the Local
5		Exchange provider to the Basic Emergency Service provider, the shared or common
6		facility groups shall be sized to carry the additional call volume requirements. In
7		addition, common or shared groups shall be so arranged to provide 911 calls on a
8		priority basis where economically and technically feasible.
9	ž	
10	5.2.3	Dedicated and common facilities for connecting the Basic Emergency Service provider
11		to the Governing Body shall be engineered to provide, at a minimum, no greater than
12		1 percent blocking.
13		
14	5.3 The E	Basic Emergency Service Provider shall develop and file tariffs with this Commission that
15	establish state	ewide averaged cost-based rates for the services provided to the entire geographic area
16	where service is provided by such Basic Emergency Service provider. The costs of such services shall	
17	include the c	costs of facilities furnished to it by all Local Exchange providers in the geographic area
18	as well as th	e costs of the facilities provided by the Basic Emergency Service provider.

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 18 of 25 PAGES

1	5.4 The Basic Emergency Service Provider shall render a single monthly bill to the Governing
2	Body for service in the requested geographic area.
3	
4	5.5 If E911 service, requiring the provision of an ALI Database, is being provided to a specific
5	area, it is the responsibility of the Basic Emergency Service provider to coordinate the ALI to Local
6	Exchange Network functions and the transfer of the name and number information from the Local
7	Exchange provider to the ALI provider.
8	
9	5.6 In order to make emergency services available to hearing- and speech-impaired individuals, all
10	Basic Emergency Service providers shall insure that telecommunication services are available, to the
11	extent possible and in the most efficient manner, for transmitting 911 calls to the appropriate
12	Governing Body.
13	

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 19 of 25 PAGES

1	ē.	RULE	6: ALI DATABASE PROVIDERS	
2		6.1	The ALI Database provider shall provide sufficient facilities to interconnect their Database to	
3		the PS.	APs to meet the requirements of the Governing Body.	
4				
5		6.2	If the ALI Database provider is not the Basic Emergency Service provider, it shall provide to	
6		the Bas	sic Emergency Service provider, for the geographic area for which service is provided, all such	
7		information that is required by the Basic Emergency Service provider to route calls to the correct		
8		PSAP	where service is provided to multiple PSAPs by a single Basic Emergency Service provider.	
9				
l0		RULE	7: LOCAL EXCHANGE PROVIDERS	
1		7.1	All Local Exchange Providers, in a geographic area for which a Governing Body has requested	
12		the pro	vision of 911 service, shall provide the certificated Basic Emergency Service provider facilities	
13		at tariffed rates for transporting 911 calls from the Local Exchange switch to the Basic Emergency		
14		provide	er and for transporting the calls from the Basic Emergency provider to the Governing Body.	
15				
16		7.1.1	The Local Exchange provider shall file a tariff for provision of dedicated voice grade	
17			circuits from the Local Exchange switch to the Basic Emergency provider.	
18				
19		7.1.2	If the Local Exchange provider and the Basic Emergency Service provider agree that	

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common or joint circuits may be used to transport calls from the Local Exchange

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 20 of 25 PAGES

1 Provider Switch to the Basic Emergency Service provider, the Local Exchange provider shall file cost-based tariff rates for usage on the common or joint circuits. 2 3 4 7.2 All Local Exchange providers shall furnish all name, address and telephone number information 5 and other information that may be required, for all published, non-listed and non-published customers 6 of the Local Exchange provider to the ALI Database provider, Basic Emergency Service provider and 7 the Governing Body for the provision of 911 services, upon certification by the recipients that the recipient has been authorized to receive such information and that the recipient has complied with Rule 8 9 of these Rules. Transmission of non-listed and non-published name and number information shall 9 10 not be limited to a per call basis. 11

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 21 of 25 PAGES

RULE 8: COIN PHONE PROVIDERS

All coin phone providers, including providers of coinless pay telephones, shall arrange the instruments, as soon as practicable, such that 911 calls may be placed without the necessity for depositing a coin or the application of other charge. This rule applies to coin instruments provided by the Local Exchange providers as well as customer owned and operated coin telephone instruments.

RULE 9: NON-DISCLOSURE OF NAME/NUMBER/ADDRESS INFORMATION

9.1 Pursuant to the Privacy Rules found at 4 CCR 723-7, no Local Exchange provider shall disclose personal information of any person to any Basic Emergency Service provider, ALI Database provider or Governing Body unless the potential recipients certify to the Local Exchange provider that they have procedures for non-disclosure of personal information.

9.2 All Basic Emergency Service providers, ALI Database providers and Governing Bodies shall develop a manual that defines the procedures that will be used to prevent disclosure of personal information, defined in the Privacy Rules, Rule 2.1, 4 CCR 723-13. The manuals should include, but are not limited to, the following:

9.2.1 A description of the information that is considered personal pursuant to the Privacy

Rules;

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 22 of 25 PAGES

1	9.2.2	A definition of authorized and unauthorized disclosure of personal information;
2		
3	9.2.3	The training procedure to inform employees that are the recipient of this information
4		on non-disclosure requirements;
5		
6	9.2.4	The procedure for informing the Local Exchange provider that an unauthorized
7		disclosure of personal information for other than emergency purposes has occurred;
8		
9	9.2.5	While the manuals need not be filed and approved by the Commission, each recipient
10		of personal information must certify in writing to the Commission that they have
11		prepared a manual which must be made available to the Commission upon request.
12		

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 23 of 25 PAGES

1 RULE 10: PRIORITY SERVICE RESTORATION/DIVERSE ROUTING: 2 911 Facilities should be diversely routed, using different circuit routes wherever feasible. 3 When diverse routing is requested by the Governing Body, the Local Exchange provider, Basic 4 Emergency Service provider and/or ALI Database provider shall develop cost based tariffed rates for 5 diverse routing of 911 circuits. Local Exchange providers should ensure that current 911 circuit 6 routing profiles are maintained and circuits are individually tagged where possible to prevent 7 inadvertent disruption. 8 9 Local Exchange providers, Basic Emergency Service providers and ALI Database providers 10 shall develop cost-based tariffed rates for priority service restoration of 911 services provided upon 11 request by the Governing Body. 12 Each Governing Body shall designate a person, agency or responsible party that shall be 13 10.3 14 notified of a present or potential failure of any of the 911 facilities. Such designee shall be 15 immediately notified of the nature, extent and corrective actions being taken to correct the present or potential failure of 911 services. In the event outage of 911 service provided by Local Exchange 16 17 provider, Basic Emergency Service provider and/or ALI Database provider exceeds four hours, a written report shall be made to the Commission that outlines the nature, extent and corrective action 18

taken. This report shall be filed within three business days of such outage.

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 24 of 25 PAGES

1 RULE 11: WAIVERS

- 2 The Commission may permit variance from these rules for good cause shown if it finds compliance
- 3 to be impossible, impracticable, or unreasonable, and if such variance is not otherwise contrary to law.

5 RULE 12: REPORTS

4

9

10

- 6 Within six months after the effective date of these Rules, each Basic Exchange Service Provider and
- Basic Emergency Service, provider shall report to the Commission its progress in the implementation
- 8 of Basic Emergency Service in each local exchange area of the State.

RULE 13: ADVISORY TASK FORCE

- 11 The Commission shall establish an Advisory Task Force comprised of customers of Basic Emergency
- 12 Service and ALI Database Service providers and the providers of Basic Emergency Services and ALI
- Database Services. The purpose of the Advisory Task Force is to act as overseer and to make future
- recommendations and reports to the Commission on the implementation of 911 services in Colorado.
- 15 The Advisory Task Force shall be comprised of equal representation from consumer groups,
- Governing Bodies, Local Exchange Companies, including Independent Telephone Companies, Basic
- 17 Emergency Service and ALI Database providers. Commission Staff shall be responsible for
- administering the Task Force and facilitating its meetings and agenda. The Advisory Task Force shall
- evaluate alternate technologies, service and pricing issues related to implementing 911 services

DRAFT E911 RULES DOCKET NO. 91R-499T DECISION NO. C92-561 APRIL 22, 1992 PAGE 25 of 25 PAGES

- statewide in a cost effective fashion. The Commission Staff shall provide periodic reports to the
- 2 Commission on the implementation of 911 services statewide.