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R-76-172

STANCE ADMINISTRATION ASSISTANCE REPORT

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R-76-172 iii

This request for Technical Assistance was made by the Rhode Island Statistical Analysis Center. The requested assistance was concerned with assisting the Center in clarifying the goals to be met in its development of a long-term, Statewide telecommunications plan. Requesting Agency:

Approving Agency:

Solution's

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LEAA Region I (Boston), Mr. John M. Keeley, Police Specialist; Mr. Alfred G. Zappala, Systems Specialist

FOREWORD

Statistical Analysis Center, Mr. Donald Flemming, Director

State Planning Agency: Governor's Justice Commission, Mr. Patrick Fingliss, Executive Director

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1. INTRODUCTION

New York

The Consultant's onsite time was spent in discussions with Mr. Donald Fleming, Director of the Rhode Island Statistical Analysis Center, reviewing the existing plan and some previous studies on Telecommunications made for the Criminal Justice Department. A brief visit was made to the nearby temporary quarters for the East Providence Police Department. Time was also spent in the Rhode Island Public Utility Commission office gathering some basic information that would have a bearing on the possible future introduction of the universal 911 emergency telephone number into the dispatch centers. Technical assistance provided previously by the Consultant to Scuth Kingston, Rhode Island, provided additional background information that was also helpful in evaluating the present requirements for the development of a Statewide Telecommunications Plan.

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2. UNDERSTANDING OF THE PROBLEM

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The Consultant's review of the proposed and in progress Rhode Island Telecommunications Plans gave him the impression that a series of individual local problems are being solved through requests for equipments, without there being an overall Statewide coordinated plan with which individual systems must comply. For example, separate communications plans directed at problems unique to the towns of Smithfield, Little Compton, Newport, and Providence are underway. While reference is made to a standardized radio frequency channel plan, there is no specific frequency plan established, and problems of crossband communications are already being recognized (see Providence Radio System Plan).

In the Consultant's opinion, the key factor lacking is a detailed plan that clearly defines how the regional data or dispatch centers will operate. If these centers are devoted only to data, and not dispatching, there would be a need for individual dispatch facilities at each department; this would result in unnecessary channel interference and the need for more frequencies and greater expenditures for dispatch personnel.

Furthermore, great benefit is offered to the general public when a dispatch center for all emergency services can be reached by dialing a single, easily remembered telephone number such as "911," the nationwide emergency number.

Therefore, a priority need at this stage of Rhode Island's Communications planning is to clearly define the goals, requirements, and intended usage of the regional dispatch center, addressing such questions as:

- police, fire, and ambulance?
- day-to-day municipal dispatching?
- each regional unit?
- What will be the criterion for a center to be established?
- the area served by the dispatch center?

• Will regional centers be established for dispatching,

e Will State Police communications be separate from

• Who, or what provision will be made for managing

• What cities could profit from shared dispatch services? (A problem observed in the Kingston study was the destructive cochannel interference between two dispatch centers within a short distance of each other.)

. What effect do telephone exchange boundaries have on

R-76-172 2-1

• How will the operation of the individual regional centers be coordinated to ensure

1

- What is the frequency plan that a region should
- What is a logical timing sequence for an orderly centers?

A second need in the Rhode Island Plan is to provide a department, or organization, which can objectively manage the State's telephone and teletype networks; be consistently alert for finding new applications for effective use of the Microwave; provide service support; coordinate activity with telephone companies; and provide consultation and advice on communications problems to State departmental needs. A prime responsibility of the department would be to analyze how communications system expenditures can be reduced by taking advantage of the excellent multichannel, point-to-point communications capability available in the State Microwave network.

The State of Rhode Island has an extensive Microwave system that has many potential uses in contributing toward more economical, effective, and unique Telecommunications for the State. The Microwave system is presently controlled primarily by the State Police organization. Nevertheless, with the tremendous capacity it offers for multichannel voice, data, video, signalling, facsimile, or teletype communications, all departments of the State should be considered in how this investment can be applied for most effective usage. This is a fact that has not gone unrecognized by many State officials, and many programs and plans and ideas have been advanced for using the Microwave system. However, it appears that one of the things hindering faster progressive use of the Microwave system is lack of a central agency that can evaluate the most effective programs to pursue among the many alternatives.

This is not to lessen a very primary purpose of the Microwave system. which is to tie together the law enforcement agencies in a comprehensive dispatching and data information program. It is intended, however, to emphasize the fact that more specific and objective looks at the overall Telecommunications problem of the State, not necessarily confined to a single department, could be of much benefit.

Within the frame work of these two areas -- (1) defining the regional dispatch center functions and purpose, and (2) a program for Statewide Telecommunications management -- many subprograms will come forth as end goals are implemented stage by stage.

compatibility with other centers in the State?

follow? What specific frequencies are to be used?

implementation of a series of regional dispatch

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Telecommunications management may not relate solely to law enforcement, and its place in an LEAA program plan may be questioned. Nonetheless, the larger task of more effective management of the State communications program will have support activities that will benefit law enforcement communications; and because of the complex intertwining of all State communications, specific programs effecting law enforcement will result. The important pitfall for the State to avoid is a series of divergent efforts in communications activities by the various emergency services that independently and without coordination would tend to fragment what could be a coordinated, effective network that renders all emergency services.

3. ANALYSIS OF THE PROBLEM

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3.1 Dispatch Center Concept

Two law enforcement radio dispatch networks are planned: One that serves the State Police and one that serves city and township police departments. Excellent coordination between all law enforcement departments is possible through the Microwave System, since the planned location for each regional center will have connection into the Microwave System.

A detailed study of existing facilities was not conducted during the course of this assignment. However, the printed material reviewed pertaining to the report shows plans to activate a central State Police dispatch center, the necessity of which is agreed to by the Consultant. Based on the size of Rhode Island, the present six Console Command Centers should very adequately be able to handle the entire State Police dispatching. This centralization of State Police dispatching would further simplify the flow of information from the regional dispatch centers to the State Police.

The concept recommended is one of a State Police network separate from the municipals but fully coordinated with them for supportive information flow via the Microwave interconnection. The State Police Center would coordinate activities on the RISPERN frequency with a network of stations controlled by the Microwave.

Figure 3-1 illustrates the supportive role the State communications organization could provide to the municipal dispatch centers in a properly coordinated and planned dispatch network and how the Microwave system provides the means for information flow among the centers.

3.2 Regional Center and Areas Serviced

3.2.1 Regional Dispatch Centers

Present plans are to establish regional centers that would be used to obtain data from the State computers, NCIC, and other sources such as the State Motor Vehicle Department. Police mobile radio units, or local police departments within a region would have a regional radio data channel. Each region would use a separate channel for data. Voice requests and response would be made between field units or local police headquarters and the regional center. As long as only data is being considered, and no means for regional <u>telephone reception</u> of <u>citizens'</u> complaints is involved, the geographical makeup of a given region is not particularly significant. However, the State should plan now for the eventual use of the 911 emergency telephone number. When the 911 telephone service number is considered, the makeup of the region takes on greater significance. Figure 3-2 illustrates the boundary lines for the telephone exchanges serving Rhode Island. Any one of the exchanges converted for 911 calls means that when the citizens





within a given telephone exchange dial that number, all of the calls must route to a particular and single point. The exception to this may be the Providence exchange, which covers several large cities and large areas of population. The Providence exchange consists of several individual prefix centers, which the telephone company may be able to separate out geographically. This would have to be discussed in detail with telephone company representatives.

[]

When a comparison is made of the telephone exchange boundaries with the presently planned jurisdictional boundaries for the regional centers, it shows that some adjustment should be considered early in the planning stages. For example, the town of North Smithfield, now intended for inclusion within the Johnston regional center, is actually served by the Woonsocket telephone exchange. It might be more reasonable to direct North Smithfield calls to the Cumberland center rather than have Woonsocket and North Cumberland calls go to Johnston; this would be the case if the Woonsocket telephone exchange was set up for all 911 calls to go to Johnston.

Figure 3-3 illustrates possible grouping of the telephone exchanges to approximate, as closely as possible, the regions already established. However, no determination has been made whether this is the best grouping at this time. Figure 3-3 is merely shown as an example and to illustrate that adjustments are definitely necessary. The lack of agreement between the telephone boundaries and political boundaries need not create an insurmountable problem; fortunately, the State boundary lines very closely approximate the telephone company boundary lines with a few exceptions. Thus, it appears the entire State couli be easily served by a 911 network, which would be a direct benefit to the citizens of the State in obtaining quicker access to an emergency center.

Therefore, the State plan should include a study to determine the composition of the regional centers, based on eventually using 911. The population served by a center, and whether it is primarily urban or rural, determine the call traffic volume that can be expected.

Based on the 1970 Census, the population that would be served in the areas now determined strictly on the basis of town lines (no reference to telephone boundaries) is as shown in Table 3-1.

Arrangements that would more evenly balance the regional centers should be considered. The Johnston area could be divided. Moreover, considerable thought must be given to the Warwick Center, since three telephone exchanges serve the town. In Figure 3-3, Jamestown was shown in the South Kingstown region when the telephone factor was considered. Telephone boundaries would permit Jamestown to be served either by Kingstown or Newport. This again illustrates the thinking that must be devoted to this question early in the planning stage before going too far with existing regions and finding it difficult to later accommodate 911.

> R-76-172 5-4



R-76-172 3-5

Dispatch Center South Kingstown Newport Johnston Cumberland Warren Providence Cranston East Providence Warwick

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TABLE 3-1

Dispatch Centers and Population Served

1970 Population

83,097 94,559 148,401 97,457 45,937[.] 179,213 73,037 48,157 83,694

3.2.2 Frequency Plan

tions:

- All emergency calls within a region will be from several local departments.
- Regional area size will be so selected, that
- Some local departments within a region may want region.
- All cars will either have a personal portable or mobile that operates on RISPERN.
- on the main Regional Dispatch frequency.
- wide frequency.

Under these conditions a frequency plan involving seven frequencies could be established as a standard pattern if used as follows.

- Frequency Pattern in Dispatch Regions

 - Frequency 3 -- Data request channel. ----
 - Frequency 4 -- RISPERN. ---
 - ----

The frequency plan detailed below is based on the following assump-

dispatched from the emergency center and not

a single transmitter site will provide adequate "talk-out" coverage to mobile and portable units. Base station power output and antenna gain, type, or height will be adjusted to accomplish this.

to retain a capability to contact their local cars by radio, but any car receiving a call locally will immediately report his assignment to the regional dispatch center. All towns doing this will share the same frequency pair within a

• No other base station within a region will transmit

• Frequency 158.970 shall be a point-to-point, state-

- Frequencies 1 and 2 -- Regional dispatch frequency pair that provides for repeater operation under control of the dispatch.

Frequencies 5 and 6 -- A statewide, car-to-car, and/or special event channel pair to permit local

departments to contact cars in the twofrequency Simplex mode (T6R5), but Simplex car-to-car (T6R6).

- Frequency 7 -- Point-to-point channel (158.970).

Thus, three frequencies are unique to a region; four are common throughout the State. If all 150 channels were used, 31 frequencies would be needed for the nine dispatch areas. One common statewide squelch code for all public safety units is recommended.

The frequency plan is similar to that recommended in a Rhode Island Justice Commission study for the Newport/Portsmouth region, with these notable exceptions:

- The use of multiple tone-coded squelch is site per region would be sufficient.
- Individual town departments are accommodated on ables.

The Vehicular Channel Plan could be similar to that spelled out for Newport/Portsmouth, plus a Channel 5 and 6.

- Channel 1 -- Dispatch (T1, R2).
- <u>Channel 3</u> -- Data (T3 R3).
- Channel 4 -- RISPERN.
- Channel 5 -- Town Local (T5 R6).
- Channel 6 -- Statewide routine car-to-car, or

.

Figure 3-4 shows generically the typical station frequency plan at a regional municipal center.

discouraged because of complexity, added cost, and, for areas properly defined, one transmitter

a separate statewide channel pair -- not on the dispatch channel; therefore, a fifth channel position would be needed in all mobiles and port-

• Channel 2 -- Talk around (local car-to-car) (T2 R2).

special event.



Some departments are already using UHF (450 MHz) for dispatch. Thus, Channels 1, 2, and 3, above, could be a UHF mobile. Their portables could be 150 MHz-type to give them RISPERN capability and a VHF portable repeat frequency with talk-around capability. With use of portable adaptors in the cars, the portables would give RISPERN monitoring capability when in the car.

Based on data gathered by the Governor's Justice Office, plus a review of FCC listings, the frequencies shown in Table 3-2 are presently used in the existing regions or cities. Table 3-3 lists, in order, the 150 MHz police frequencies now in use.

With the scarcity of frequencies, some "give and take" will have to occur among the regions for using these channels in the region. It should be noted that the 25 VHF frequencies listed in Table 3-3, plus the use of some UHF channels, could meet the needs for the 31 frequencies referred to above. Exact recommendations on a firm regional channel plan would require a more indepth study than performed herein. Some possible approaches to be considered are:

- described and illustrated.)

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• Use 155.475 for RISPERN (the national emergency frequency) and thereby free 155.190 for possibly the statewide routine mobile frequency. (F5 as

• Use UHF (450 MHz) talkout at all Regions with a UHF receiver (450 MHz) in car, and VHF (portable) for talkback. This would save one VHF (150 MHz frequency) per region and still retain the State basically in a 150 MHz network configuration for intercommunication between the State Police and other regions and RISPERN. In this application, the State might want to consider using portables with dual-band receive capability (150 MHz and 450 MHz), but with all transmitter frequencies in the 150 MHz band. This is a product on which further information could be obtained from the equipment vendors. Cars would be equipped with an adaptor for the portable to connect it to an outside antenna, audio amplifier, and microphone.

• Use UHF (450 MHz) for F1, F2, and F3 in each region; but use portables on the 150 MHz band with a regional portable frequency (an F7 channel, added to previous listing). The dispatch center operators could cross patch the VHF and UHF. Portables would thus retain the ability for RISPERN operation.

State of Rhode Island Police Services	Present Frequency Summa	ry (Licensed or Intended)
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TABLE 3-2

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	REGION	INFO, CHAN.	DISPATCH	DET, TACT.	RISPERN	INTER CITY	OTHER
	Blackstone Valley (Cumberland Center)	155.430 155.655 (Woonsocket	156.210 154.830M) 155.43 156.33* *While reporte by Region thi not a Police	s is	155.190	158.970	
	South County (Kingstown)	154.815	154.875 156.210 155.580		155.190	158.970	
R-76-172 3-11	Western R.I. (Johnston Center)	154.725	155.53T (?) 156.09 155.625 155.535 156.090 156.150		155.19	158.970	
•	Warren	155.49	155.370	155.805 (?)	155.19	158.970	
	Newport	155.790	155.730 154.710 Т.В	•	155.19	158.970	39.560(Little Compto 46.60 (Middleton)
	Warwick	None reported as now assigned	155.130T 154.89R	458.475) 453.475) This is a Water Dept. Freq. used occasionally by F	Police.		
	E. Providence		155.01	154.77	155.19	153,800	
	Cranston		482,4125 Adm	482.5625 11.482.4625	155.19		155.97 Reserve
		UHF Channels may be for data requests. Info. not avail-	460.100 465.100 460.200 465.200 460.275 465.275 460.325 465.325 460.425 465.425				
		Æ	155.610* 156.150* These may no long	or be used			

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FREQ.	ТҮРЕ	REGI
154.710 154.725 154.710 154.815 154.830 154.875 154.890 155.010 155.130 155.130	M B/M M B/M B/M B/M B/M B/M	
155.370 155.430 155.490 155.580 155.610 155.625 155.655 155.730 155.790 155.970 156.030 156.090 156.150 156.210	B/M B/M B/M B/M B/M B/M M M M M M M M M	
158.970	М	
TOTALS: -	9 M 16 B/M	

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Availating a

distriction of

(International)

TABLE 3-3

150 MHz Police Frequencies Now in Use

ION OR CITY USED BY

REMARKS

Newport Western E. Providence South County Blackstone South County Warwick E. Providence Western Warwick RISPERN

This frequency <u>not</u> restricted for State)

Warren Blackstone Warren South County Providence Western Blackstone Newport Newport Cranston Western Western Western Frovidence Blackstone South Co. Statewide Point-to-Point

This frequency arrangement would save two 150 MHz frequencies per region, but add three 450 MHz: One pair-spaced 5 MHz and one simplex frequency.

Figure 3-5 illustrates the first two options.

3.2.2.1 Sample Region

The State plan should include a program to fully equip a regional center, along the lines mentioned, to be used as a model for other regions to follow. It should receive all calls for police, fire, and ambulance, and work out details of direct dispatch or call forwarding plans for fire and ambulance. Local situations will cause this to vary. This will also provide the incentive to start a 911 program in the State. A trial center will provide valuable operational experience for how best to proceed with the other centers in areas of uncertainty.

3.2.2.2 Significance of the Regional Dispatch Centers

It is important that the concept of the regional dispatch centers be understood. The centers would receive all calls for emergency services from the citizens. Any needs for State Police services would be phoned directly to the State Police by the citizen on separate numbers listed for State Police. However, the citizen requesting assistance is not usually particular about whom he calls but is merely in need of an easily remembered number that can get him to a dispatch center to provide some assistance. A dispatch center receiving a request, which looks like a complaint needing State Police attention, could immediately forward this information to the State Police. Exact details on call forwarding for the various services being requested can be worked out, as each Regional Center develops. The State Police dispatching network would be visualized as one being responsible for statewide coordination of all State Police vehicles, as well as other statewide communications functions.

3.2.2.3 Telecommunications Department

Formation of a State Telecommunications Department should be considered, having the overall responsibility for:

- frequency coordination.
- cost-control analysis

• Training, planning, and engineering support to the various towns throughout the State.

· Providing State emergency services and radio

· Providing telephone services, management, and



**Subscripts for frequencies are as identified in the text.

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II

II





Figure 3-5. Optional Channel Plans That Use Fewer 150 MHz Frequencies

***Only dispatch and data frequencies shown.

Portable with dual R.F. for receiving 150 MHz & a 450 MHz channel.

- Providing a statewide radio and Microwave maintenance services organization.
- in the State Microwave system.

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Many programs now being talked about will never get beyond that stage until a department with the responsibility to study the programs, and set priorities on them, is established. This department would not be responsible for the operations of the individual municipal communications networks, but would be an overall State liaison and support activity responsible for standards, support, and analysis. It could provide a central basis for uniform training of dispatchers and operators throughout the State. It could work closely with all departments of government having a communications problem to counsel them on the availability of existing services and provide coordination amont the various services sharing the various communications facilities.

Telephone operating companies across the Nation are reluctant to provide any firm plans for 911 services to a community until there is a responsible spokesman and a positive plan for reception of emergency calls. The Telecommunications Department could provide such a central clearinghouse for progress in these areas. It would also provide a coordinating center for getting the police, fire, and ambulance systems together to discuss the various problems that they could solve mutually in the areas of communications.

This department could also be a clearinghouse for considering new ways for utilizing the Microwave channel capability now available. One use of the Microwave System that could receive attention from the Telecommunications Department would be the establishment of a statewide mobile telephone network for use by various State departments. The mobile units could be patched via the State Microwave system directly into the State telephone network, so that any mobile could reach any State telephone. Equipments are available from the various regular equipment manufacturers to make the interface between the mobile unit and the telephone network. Negotiations with the telephone company on interconnection would, of course, be required. However, the fact that the State does have the Microwave system encircling the State would make such a system easily practical from a technical point of view and provide excellent coverage throughout the State.

3.3 Sequential Planning

During the Consultant's onsite visit, the various programs being considered by the State Governor's Justice Commission were all listed

• Providing for comprehensive future planning programs for effective usage of the capacity

and considered with respect to their dependence upon one another. This is commonly known as a "Pert" Chart. In this analysis, a very interesting conclusion was reached that revealed that while there are various programs under way, they could lead to the following easily identifiable benchmarks.

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- patch center.
- police, fire, or ambulance.
- method for logging sequential events.

The Telecommunications Department mentioned previously would provide coordination and supportive activities needed for some of the tasks in these programs. The use of the method for placing the complex series of programs in proper relationship is recommended. The "Pert" program planning method gives useful information on program timing when carefully prepared. It forces a thorough thinking through each step needed in an orderly program implementation. It also helps detect programs requested that do not fit into the overall plan.

• Completion of a firm plan for the present voice-radio VHF communications system from a system's engineering and frequency stand-

• Implementation of operational regional data centers and a centralized State Police dis-

• Implementation of regional centers that can receive all emergency calls from the citizens over a wide area, using the universal 911 emergency telephone number, and response with

• Expansion of the regional communications centers to use techniques known as computerated dispatch, which enables the dispatcher to accurately keep track of his units and provide a simplified

4. FINDINGS AND CONCLUSIONS

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- time.
- sharing of dispatch is essential.
- It is recommended that the State plan include a Pert cant benchmark.
- statewide basis by this Department.

• While much emphasis is being given in the Telecommunications plan to corrections in the hardware and individual equipment requirements, there is a definite need for careful planning regarding exactly how each communications center will operate, and how calls will be received from the citizens. Early attention must be given to the effects that 911 telephone service would have on the regional dispatch centers. The size of the individual regions, and the number of regions should be carefully considered at this

• A study to conclude a firmly established radio plan, and associated equipment configurations at each center is needed. Because of limited availability of frequencies,

diagram that places in sequence the various tasks being considered, which will automatically show the benchmarks and goals towards which the plan is being directed. Timing placed on each activity will also give an estimate of the overall time of accomplishment for reaching each signifi-

• The vast amount of effort, money, and attention directed to Telecommunications projects in the State, leads to a conclusion that a home for these activities should be provided in a Department of Telecommunications. Fiscal analysis, training programs, and communications system engineering and service support are some of the activities common to all systems that could be best standardized and coordinated on a

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APPENDIX A

Emergency Telephone Number Directory

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The information contained on the following page is copied from a telephone directory to show the numerous numbers a citizen must sort through to find the proper one to meet his need for an emergency. The State should start to plan for simplifying this situation through use of a single number into the regional dispatch centers. Note that ambulance numbers are not listed.

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· · · · · · · · · · · · · · · · · · ·	fire	1.5	4 4 .		LANCA STORE UP 11	изнанаярдой у
	state	Lincoln Woods Portsmouth Ba	racks rracks ks Barracks rracks	647-3301 568-3011 539-2323 463-7222 728-2211 849-4444 647-3301 294-3322		
17	ambulance	Scituate Barrad Wickford Barra	cks	294-3322	any emergency and say	
	doctor	office home		>	example "I want to report a fire at" "I want a policeman at" If you cannot stay	or
		if no answer,	27 of Investigation] call Boston, 1 + 6 1 7 - 7	2-8310 42-5533	at the telephone, give the "OPERATOR" your o or town as well as your str	
	U.S. Secret Service		33	1-6456	and number or the exact lo tion where help is needed.	Ca-
	_	(Search and Rescue)	Bristol 2 5 Newport 84			
	poison information centers	R.I. Hospital Roger William Memorial Hosp	27 s Gen'l. Hospital 45 pital (Pawtucket) 724	7-4000 5-2121 1-1230		
		а - с				
	localities	fi	re police	localities	fire	police
	Barrington	245-31	245-3101	Rehoboth, Ma	ass. 252-3727	252-3727
	Bristol	253-66		Scituate		821-5900
	Coventry Cranston	821-34 461-50		Chopmist H Hope Jackso		
	East Greenwich	884-42		North Scitua Potterville	ate 647-3345 647-5543	
	East Providence	434-313		Seekonk, Mass		336-8123
	Exeter			Smithfield	949-1233	231-2500
	Ten Rod Corne Victory Highwa			Swansea, Mass		
	Foster	_,		Warren	245-3411	245-1311
		C 647-33	33 047-3334	Warwick	737-4211	737-2244
	Glocester [Harmo			West Greenwic	h	397-7191
1	Johnston North Kingstown	274-111		Fire Co. No.	1 397-7830	
	North Providence			Hianloland Lake Mishno	397-7502 ock 397-7601	
	Providence	231-850		West Warwick		821-4323
		1				
	65679 🛈 New England Te	elephone and Telegraph Company, 19				160%
				-172 -3		



APPENDIX B

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The following is an example of how a PERT chart may be helpful in putting the various programs into proper prospective. A similar chart was created as an example during the Consultant's onsite visit.

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