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3	NENA
4	<b>Standard for 9-1-1/988</b>
5	Interactions
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7	
8 9 10 11 12	<b>Abstract:</b> This standard provides recommendations and best practices to help callers who are experiencing mental health crises. It outlines operational and technical considerations for ECCs/PSAPs to establish an effective working relationship with the 988 community.
13 14 15 16 17 18 19	This DRAFT document is not intended for distribution beyond the groups developing or reviewing the document. The document is also not intended to be used or referenced for development or procurement purposes until final publication. All draft material is subject to change and it is possible that the document itself may never be approved for publication.  NENA 9-1-1-1
21	ASSOCIATION
22 23 24 25 26 27 28 29	NENA Standard for 9-1-1/988 Interactions  ANS Candidate NENA-STA-045.1-202Y DSC Approval: Month DD, YYYY PRC Approval: Month DD, YYYY NENA Board of Directors Approval: Month DD, YYYY Next Scheduled Review Date: Month DD, YYYY
30 31 32 33	Prepared by: National Emergency Number Association (NENA) PSAP Logistics Committee, 9-1-1/988 Interactions Working Group



#### 1 Executive Overview

- 35 988 is the new three-digit short code that directly connects individuals to the 988 Suicide &
- 36 Crisis Lifeline network of crisis centers. Prior to the 2022 Lifeline rebranding, original
- 37 legislation referred to this service as the National Suicide Prevention Lifeline (NSPL). 988
- 38 crisis centers provide care and support for individuals experiencing a mental health crisis,
- 39 including callers experiencing suicidal thoughts, who are at risk of suicide, or who are
- 40 struggling with emotional distress. When callers dial 988, they are connected to the 988
- 41 Suicide & Crisis Lifeline, with direct access to free and confidential emotional support and
- 42 crisis intervention 24 hours a day, 7 days a week.
- 43 Beginning July 16, 2022, dialing the Lifeline's 10-digit phone number or 988 routes callers
- 44 to the same services, providing access to an expanded network of crisis centers. Text and
- video services are available via 988, along with the existing Lifeline crisis chat service
- 46 (instant messaging).
- 47 This standard was developed collaboratively with active participation by representatives
- 48 from both the 9-1-1 and 988 communities, work began in 2021 in an attempt to capture
- 49 best practices, 988 continues to develop and lessons are learned that will help further
- 50 develop resources and activities. The standard is intended to provide guidance for
- 51 Emergency Communications Center and Public Safety Answering Point (ECC/PSAP)
- 52 managers and 9-1-1 system administrators to develop 9-1-1 policies, procedures, training,
- and cooperative agreements with 988 crisis centers; it offers recommendations for optimal
- service delivery to individuals seeking help through the 9-1-1 and 988 systems. Our aim is
- 55 to support 9-1-1 and 988 communities in developing and implementing uniform, consistent
- 56 expectations and offer best practices for mental health-response related policies and
- 57 procedures.
- It is important to note that interactions between 9-1-1 and 988 differ state by state due to
- 59 local legislation. The guidelines and suggestions herein may not fit every state's model for
- 988 and 9-1-1 collaboration or operational partnerships. Readers are encouraged to
- research other professional standards, legislation, related local policy, protocols, and
- training requirements; and to work with their Local, State, or Tribal authorities.



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132 133 134	STANDARD DOCUMENT NOTICE
135 136 137 138 139	This Standard Document (STA) is published by the National Emergency Number Association (NENA) as an information source for 9-1-1 System Service Providers, network interface vendors, system vendors, telecommunication service providers, and 9-1-1 Authorities. As an industry Standard it provides for interoperability among systems and services adopting and conforming to its specifications.
L40 L41	NENA reserves the right to revise this Standard Document for any reason including, but not limited to:
142 143 144 145	<ul> <li>Conformity with criteria or standards promulgated by various agencies,</li> <li>Utilization of advances in the state of the technical arts,</li> <li>Reflecting changes in the design of equipment, network interfaces, or services described herein.</li> </ul>
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163 164 165 166 167	National Emergency Number Association 1700 Diagonal Rd, Suite 500 Alexandria, VA 22314 202.466.4911 or commleadership@nena.org



#### **2 Document Conventions**

- 170 **NENA: The 9-1-1 Association** improves 9-1-1 through research, standards development,
- training, education, outreach, and advocacy. Our vision is a public made safer and more
- secure through universally-available state-of-the-art 9-1-1 systems and better-trained 9-1-1
- professionals. Learn more at https://www.nena.org.

# 174 **2.1 Document Terminology**

- 175 This section defines keywords, as they should be interpreted in NENA documents. The form
- of emphasis (UPPER CASE) shall be consistent and exclusive throughout the document.
- 177 Any of these words used in lower case and not emphasized do not have special significance
- 178 beyond normal usage.

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- 1. MUST, SHALL, REQUIRED: These terms mean that the definition is a normative (absolute) requirement of the specification.
  - 2. MUST NOT: This phrase, or the phrase "SHALL NOT", means that the definition is an absolute prohibition of the specification.
    - 3. SHOULD: This word, or the adjective "RECOMMENDED", means that there may exist valid reasons in particular circumstances to ignore a particular item, but the full implications must be understood and carefully weighed before choosing a different course.
    - 4. SHOULD NOT: This phrase, or the phrase "NOT RECOMMENDED" means that there may exist valid reasons in particular circumstances when the particular behavior is acceptable or even useful, but the full implications should be understood and the case carefully weighed before implementing any behavior described with this label.
    - 5. MAY: This word, or the adjective "OPTIONAL", means that an item is truly optional. One vendor may choose to include the item because a particular marketplace requires it or because the vendor feels that it enhances the product while another vendor may omit the same item. An implementation which does not include a particular option "must" be prepared to interoperate with another implementation which does include the option, though perhaps with reduced functionality. In the same vein an implementation which does include a particular option "must" be prepared to interoperate with another implementation which does not include the option (except, of course, for the feature the option provides.)

These definitions are based on IETF RFC 2119 [2].



## 202 2.2 NENA Intellectual Property Rights (IPR) and Antitrust Policy

- 203 NOTE The user's attention is called to the possibility that compliance with this
- standard may require use of an invention covered by patent rights. By publication of this
- standard, NENA takes no position with respect to the validity of any such claim(s) or of
- any patent rights in connection therewith. If a patent holder has filed a statement of
- 207 willingness to grant a license under these rights on reasonable and nondiscriminatory
- 208 terms and conditions to applicants desiring to obtain such a license, then details may be
- 209 obtained from NENA by contacting the Committee Resource Manager identified on
- 210 NENA's website at https://www.nena.org/ipr.
- 211 Consistent with the NENA IPR and Antitrust Policy, available at <a href="https://www.nena.org/ipr">https://www.nena.org/ipr</a>,
- NENA invites any interested party to bring to its attention any copyrights, patents or patent
- 213 applications, or other proprietary rights that may cover technology that may be required to
- 214 implement this standard.
- 215 Please address the information to:
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- 217 1700 Diagonal Rd, Suite 500
- 218 Alexandria, VA 22314
- 219 202.466.4911

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# 222 **2.3** Reason for Issue/Reissue

NENA reserves the right to modify this document. Upon revision, the reason(s) will be provided in the table below.

<b>Document Number</b>	Approval Date	Reason For Issue/Reissue
NENA-STA-045.1-202Y	[Month DD, YYYY ]	Initial Document



# **3 9-1-1/988 Interactions**

# 3.1 988 Legislation and Stakeholders

# 228 **3.1.1 Federal Legislation:**

- 229 **July 16, 2020**: The Federal Communications Commission (FCC) adopts rules [3] to
- establish 988 as the new, nationwide, easy-to-remember 3-digit phone number for
- Americans in crisis to connect with suicide prevention and mental health crisis counselors.
- The rules require phone service providers to direct all 988 calls to the existing National
- 233 Suicide Prevention Lifeline by July 16, 2022.
- 234 The rules apply to all telecommunications carriers, as well as all interconnected and one-
- 235 way Voice over Internet Protocol (VoIP) service providers. Under these rules, calls to 988
- will be directed to 1-800-273-TALK, which will remain operational during the 988 transition
- and after it is completed.

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- 238 To ensure that calls to 988 reach the National Suicide Prevention Lifeline, all covered
- 239 providers were REQUIRED to implement 10-digit dialing and make any network changes
- 240 necessary to ensure that users can dial 988 to reach the National Suicide Prevention
- 241 Lifeline by July 16, 2022 (Federal Communications Commission, 2022).
- October 17, 2020: Congress passes the National Suicide Hotline Designation Act of 2020
- [4]. The Act amends "the Communications Act of 1934 to designate 988 as the universal
- 244 telephone number for the purpose of the national suicide prevention and mental health
- 245 crisis hotline system operating through the National Suicide Prevention Lifeline and through
- the Veterans Crisis Line, and for other purposes".
- 247 **October 24, 2021**: FCC Deadline for 10-digit dialing.

## 248 November 18, 2021: FCC Texting Order

- 249 The FCC adopts a Second Report and Order [5] to expand access to the National Suicide
- 250 Prevention Lifeline by establishing the ability to text 988 to directly reach the National
- 251 Suicide Prevention Lifeline, providing better support to at-risk communities in crisis,
- including youth and individuals with disabilities.

## 3.1.2 State Legislation

- 254 The FCC ruling created 988 and set high-level, universal rules and deadlines, the states are
- 255 tasked with implementation practices to best meet their service levels and needs. As of the
- publication of this document, states created (or are in the process of creating) their own
- 257 statutes, codes, task forces and implementation guidelines. Readers are encouraged to find
- legislative actions and resources specific to their state, region, and/or tribal community.



## 259 **3.2 Funding**

- 260 The 988 Suicide & Crisis Lifeline is funded on a national level by the Substance Abuse and
- 261 Mental Health Services Administration (SAMHSA). SAMHSA oversees the grant, while a
- designated administrator oversees the 988 crisis center network. Grant opportunities and
- other monies are available through federal oversight organizations, such as SAMHSA, and
- are dependent upon specific actions and goals.
- 265 States, regions, and localities may receive additional funding through specific legislation or
- 266 programs.

#### 267 **3.3 Stakeholders**

- 268 Comprehensive collaboration between 9-1-1 and 988 may include the following:
- Federal mental health organizations such as SAMHSA or Veterans' Affairs
- National mental health organizations such as the National Alliance on Mental Illness
   (NAMI) or the National Association of State Mental Health Program Directors
   (NASMHPD)
- Local mental health organizations and resources, including crisis contact centers that
   are or are not affiliated with 988.
- State policy makers
- State level mental health, public health agencies
- Local legislators/policy makers
- Law Enforcement
- EMS/Ambulance agencies
- 280 Fire/Rescue
- Emergency Communication Centers (ECCs) and/or PSAPs
- Alternative response teams
- Social service agencies
- Individuals and families with lived experience of utilizing mental health and/or substance use crisis services.



#### 287 3.4.1 Role of 988 288 The 988 Suicide & Crisis Lifeline [11] is made up of a network of over 200 independently 289 owned and operated local crisis centers. 988 connects a person experiencing a mental 290 health crisis (or a third party concerned about another person) to a trained crisis counselor. 291 Contact with 988 is available via phone, online chat, teletypewriter or telecommunications 292 device for the Deaf (TTY/TDD), short message service (SMS) text, or American Sign 293 Language (ASL) Videophone. 988 connects non-native English speakers to support through 294 an Interactive Voice Response (IVR) option for a Spanish-speaking crisis counselor. 295 Telephone translation services are available for 290 other languages; chat and text services 296 are currently available in English and Spanish only. 297 When an individual reaches out to 988, a crisis counselor will listen to the individual, assess 298 their current safety, and work to understand what they are experiencing. Crisis counselors 299 work collaboratively with the person seeking help to de-escalate the crisis, provide support, 300 determine coping skills, create a safety plan, and make connections to necessary help or 301 resources. 302 988 crisis centers SHOULD also arrange to follow up with contacts to ensure their 303 continued safety, check on the effectiveness of the safety plan developed with the 988 304 crisis counselor, amend the plan as needed, and review any barriers to making connections 305 with additional services. In situations involving imminent risk of suicide, 988 crisis centers must always use the least 306 307 invasive intervention available to assist an individual. Non-invasive approaches include 308 utilizing mobile crisis teams; working with the individual's loved ones or professionals; 309 supporting the individual to get themselves to a Crisis Stabilization Unit, emergency 310 department, or urgent care; as well as the methods mentioned above. 311 In cases where there is a suicide attempt in progress, or risk is imminent and a less 312 invasive plan for the individual's safety cannot be developed with the individual, the 988 313 crisis center will seek assistance from ECCs/PSAPs to dispatch emergency intervention in 314 alignment with the 988 Suicide Safety Policy. 315

3.4 Roles & Expectations of Public Service and Mental Health Response



316 Additional information on collaboration between crisis lines and ECCs/PSAPs to locate and 317 assist crisis line contacts can be found in the NENA Suicide/Crisis Line Interoperability 318 Standard (NENA-STA-001.2-2022) [6]. 319 3.4.2 Role of 9-1-1 320 9-1-1 services are well-known and well-established, though 9-1-1's role related to mental 321 health response may or may not shift with the inception of 988. It is critical to 322 acknowledge 9-1-1's existing operational role in your area and to understand that changes 323 depend upon your state/tribal/local expectations of how 9-1-1 and 988 will respond to 324 mental health crises. 9-1-1 must recognize 988's privacy paradigm and be aware of 325 statutes or laws related to data sharing. 326 The primary role of 9-1-1 in mental health emergencies should mirror that of other 327 emergencies—to assess incidents, gather information for responders, assign response; and 328 ensure the safety of the caller, bystanders, patients, subjects, and responders. This 329 typically occurs through the dispatch of public safety resources or alternate response 330 teams, call processing, threat assessment, call sharing with 988, and thorough event 331 documentation, 9-1-1 professionals MAY assist callers in awareness of available local 332 resources, response models, and mental health protocols. 333 3.5 Cooperation Between 9-1-1 And 988 Crisis Centers 334 With the implementation of 988, the public will begin to utilize both 9-1-1 and 988 for 335 assistance. Response criteria will vary based on multiple factors including, but not limited 336 to, geography, available resources, local standard operating policies, and jurisdiction. It is 337 important to be aware of state, local, and/or tribal laws that direct response to various 338 mental health emergencies; these include available response teams, use-of-force laws, or 339 other applicable regulations that guide mental health call processing and response. 340 The ability to communicate critical information in a consistent manner will be integral for 341 both 988 and 9-1-1 Emergency Communications Centers and/or Public Safety Answering 342 Points (ECCs/PSAPs) to best provide assistance. Recognizing that some areas may have 343 mandated response models, while others may not, will allow 988 and 9-1-1 to create and 344 maintain a consistent response framework that best suits the locality. There are various 345 mental health response models that may be dispatched depending on jurisdictional needs, 346 such as co-responder models built in collaboration with existing public safety entities, 347 mobile crisis teams that may be deployed in partnership with 988 crisis contact centers, 348 and/or other alternative response teams. 349 350 It is recommended that cooperation begin by identifying the local standard of care. Next,



ECCs/PSAPs should work collaboratively with the local 988 crisis center to develop a new

and/or improved workflow with the goal of improving the standard of care (National

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- Association of State Mental Health Program Directors [NASMHPD], *988 Convening Playbook, Public Safety Answering Points*, 2022.) [12].
  - 3.5.1 Strategies For Collaboration
- 356 Establish a working relationship between the local 988 and 9-1-1 ECCs/PSAPs by:
- Identifying stakeholders.

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- Establishing working groups to meet regularly for ongoing collaboration.
- Discussing potential call scenarios with the goal of working through processes and identifying policy and procedure needs. (See Appendix B, Section 8)
  - Sharing and formalizing policies and procedures.
    - o Sharing knowledge on available local response models.
- Establishing a memorandum of understanding (MOU) that outlines an agreed upon interagency workflow (see Appendix A, section 7.1 and/or NENA-INF-012.3-2020)
- Establish understanding and cross functional nature of each center by 'sit along' or site tour.
- Establish ongoing training schedule for 988 and 9-1-1 staff.
- Identifying information that can be shared with and without an MOU.
- Identifying interaction, goals and risks in MOU.
- 370 **3.6 Operational Considerations**
- 371 ECCs/PSAPs SHOULD reference current plans and/or documentation created by local,
- 372 regional, tribal, or state 9-1-1 and 988 stakeholder groups that address specific operational
- 373 guidelines for 9-1-1/988 interaction. This section provides a non-exhaustive list of
- 374 recommendations for the 9-1-1 community to consider.
- **3.6.1 9-1-1 SOP & POLICY**
- 376 ECCs/PSAPs SHOULD consider the following topics when creating local standard operating
- 377 procedures (SOPs), policies, and/or directives pertaining to 9-1-1 and 988 interactions (see
- 378 Appendix A, Section 7.3).
- 3.6.1.1 Information outlining locally available mental health, social service, or 988 crisis resources.
- 3.6.1.2 ECC/PSAP specific definition(s) for mental health emergencies.
- 382 3.6.1.3 ECC/PSAP specific guidelines for mental health emergencies involving law enforcement/fire/EMS personnel.
- 3.6.1.4 Call screening process for calls involving mental health emergencies, including a simple decision tree and/or appropriate safety questions to determine when to



386	transfer to 988 (Appendix A, Section 7.3, offers sample guidance on transfers).		
387	3.6.1.5 Technical process for transferring calls to 988.		
388	3.6.1.6 Minimum information ECC/PSAP will provide to 988.		
389	3.6.1.7 Process for handling text-to-9-1-1 calls involving mental health emergencies.		
390 391 392 393	3.6.1.8 Process for handling calls with language barriers and communications devices such as teletypewriters or telecommunications devices for the Deaf (TTY/TDD), and Telecommunication Relay Services (TRS) including Video Relay Service (VRS) and Internet Protocol (IP) Relay Service.		
394	3.6.1.9 Process for addressing voice and non-voice contact from a citizen.		
395 396	3.6.1.10 Process for handling 988-appropriate calls that are disconnected during transfer.		
397 398	3.6.1.11 Process for handling law enforcement, fire, and or emergency medical services (EMS) requests from 988.		
399 400 401	3.6.1.12 Risk-level matrix that identifies when to dispatch alternative response teams, EMS only, or co-responder teams in place of typical law enforcement in alignment with local policy.		
402 403	3.6.1.13 Process for interacting with 988 crisis centers outside of the ECC's/PSAP's jurisdiction.		
404 405	3.6.2 Memorandum of Understanding and External Agreement between 9-1-1 and 988 crisis centers		
406 407 408	ECCs/PSAPs SHOULD consider the following topics when creating a memorandum of Understanding (MOU) with 988 and detail the programs and services of each organization (See Appendix A, Section 7)		
409 410 411 412 413	<ul> <li>3.6.2.1 Define the common interests of the agreement including:</li> <li>Common terminology that both 988 and 9-1-1 communities should be familiar with, to ensure that errors are not made.</li> <li>Definition of imminent risk calls/exigent circumstances and when 988 will be contacting the 9-1-1 ECC/PSAP.</li> </ul>		



3.6.2.2 Detailed responsibilities of each party including:

- Call continuity framework, such as warm transfers and available technologies and/or recommended processes to address caller location.
- 3.6.2.3 Identify and agree on the best number or contact method to communicate imminent and non-imminent calls.
- Examples include a dedicated 10-digit line, administrative line, or other means such as a dedicated cell phone.
- 421 3.6.2.4 Call flow diagram and/or back-up resources in the event of a transfer failure.
- 422 3.6.2.5 Determine grievance and problem-solving steps.
- 423 3.6.2.6 Define review and change processes.

#### 424 **3.7 Information Sharing Between 9-1-1 and 988**

- 425 Information sharing between 988 and ECCs/PSAPs SHOULD be in accordance with local,
- 426 state, and federal law. 988 services include an emphasis upon confidentiality and informed
- 427 consent, while 9-1-1 callers understand that information availability is inherent in their call
- for service. As a result, 9-1-1 and 988 have different amounts and types of information
- available to them to share with other entities (see Appendix A, Section 7.2).

## 3.7.1 988 Responsibilities

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When requesting assistance from an ECC/PSAP in an imminent risk situation and/or a suicide attempt in progress, 988 crisis centers SHOULD share the following information in no particular order:

- Address of the emergency —any part known based on information shared by a person at risk during the conversation,
- Caller phone number (from caller ID or text interaction),
- The 988 crisis center's 10 digit call-back number for ECC/PSAP personnel,
- Name of Person Needing Assistance any part known,
- Name or ID number of crisis counselor,
  - Name of third party, if contact is based on a third-party interaction,
  - Specific details about why the person was assessed as imminent risk (ex: specific plan, timeline, actions already taken),
    - IP address (if a chat interaction) and contact information for the legal department of the Internet Service Provider (ISP),
    - Tracking or reference number for the contact record (if available),
- Any known information that would impact the safety of first responders or improve emergency response,
- Whether the individual is or is not in agreement with connecting to 911.



449	3.7.2	ECC/PSAP	Responsibilities

- 450 3.7.2.1 When requesting assistance from 988, the ECC/PSAP SHOULD share the following information:
- ECC/PSAP name,
- 453
   Callback number,
- Incident number,
- Description of the situation,
- Individual's information including individual's location, name, and phone number,
- Additional information (if known) regarding scene safety, location details, and critical notes.
- 3.7.2.2 When transferring a call to 988, ECCs/PSAPs SHOULD create a record of the call (in computer-aided dispatch [CAD] or other records system) and provide the incident number to enable access of location information/caller details if 988 needs assistance or additional information.
- 3.7.2.3 ECCs/PSAPs SHOULD advise 988 crisis counselors if a law enforcement/fire/EMS response has been initiated, if a joint response is necessary, and/or if the ECC/PSAP will stay on the line through 988 triage.
- 3.7.2.4 ECCs/PSAPs and 988 crisis centers MAY develop a verification process to allow 988 personnel to obtain the individual's disposition information from ECCs/PSAPs. (See NENA-STA-001.2-2022 for more information on follow up procedures).

#### **469 3.8 Transfers**

#### 470 **3.8.1 General Transfer Considerations**

- 3.8.1.1 Both 9-1-1 and 988 SHOULD avoid disconnecting with callers when it's unclear that the caller will seek additional assistance from a more appropriate resource upon disconnect. In these instances, the receiving ECC/PSAP SHOULD transfer to, or directly connect with, the external agency or ECC/PSAP.
- 3.8.1.2 Best practice strongly recommends against blind/cold transfer for both 9-1-1 and 988. ECCs/PSAPs SHOULD follow ECC/PSAP-to-ECC/PSAP transfer processes in the *NENA Call Processing Standard*, NENA-STA-020.1-2020 [7].
- 478 3.8.1.3 Warm transfers are a recognized best practice of both 9-1-1 and 988.

#### 479 **3.8.2 Translation Services**



- 3.8.2.1 ECCs/PSAPs and 988 crisis centers should consider processes that best fit their current operations as they relate to call transfers involving translation services, taking into consideration that transferring these calls may not be available and/or may affect a call taker's ability to hear and process calls (on either the 9-1-1 or 988 side).
- 485 3.8.2.2 When transferring calls involving a translation service, agencies must keep in mind 486 call bridging limitations that affect call volume and develop protocols to address 487 effective transfer processes.
- 488 3.8.2.3 ECCs/PSAPs also should assess how a transfer will affect availability of phone lines and consider phone resources or configurations to diminish issues.

### 3.8.3 Non-voice communication with 9-1-1 or 988:

If text and/or chat services cannot be transferred between platforms, and the non-voice communication involves imminent risk, the receiving 988 crisis center MUST reach out to the indicated ECC/PSAP to relay information; the ECC/PSAP MUST provide confirmation of receipt. It is strongly recommended that receiving agencies maintain connection with the person in crisis. If non-voice communication is lost, ECCs/PSAPs SHOULD have policies in place to ensure the individual's crisis is addressed.

### 3.8.4 Staying on the Line

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ECCs/PSAPs SHOULD disconnect from 988 calls after transfer once the ECC/PSAP has shared all pertinent information with the 988 crisis counselor. ECC/PSAP policies MAY include a closing statement to the 988 crisis counselor identifying the disconnect point.

# 3.8.5 Transfers from a 988 Crisis Center to a 9-1-1 ECC/PSAP

In general, 988 crisis counselors will maintain contact with the caller, especially with suicide in progress callers or other imminent risk situations. A 988 crisis center supervisor or other staff member SHOULD attempt to contact the indicated ECC/PSAP while the crisis counselor maintains contact with the person needing intervention (see NENA-STA-001.2-2022 for further information),

- 3.8.5.1 988 crisis center MAY transfer to 9-1-1 ECC/PSAP in the following cases:
  - Individuals in need of intervention who are willing and able to provide their location directly to 9-1-1 for responders. The 988 crisis counselor MAY stay on the line in these cases but will inform the 9-1-1 telecommunicator if they intend to disconnect after transfer.
  - A third-party reports imminent risk/attempt in progress of someone they know to 988. 988 SHOULD transfer to 9-1-1 so the third party can provide direct information to the ECC/PSAP.



#### 515 3.8.6 Transfers Not Related to Behavioral Health 516 Sometimes during a 988 interaction about mental health or emotional distress, a caller 517 discloses another emergency that requires life-saving intervention unrelated to the 518 behavioral health emergency, examples include acute medical emergencies or a violent 519 crime imminent/in progress. 520 When safe to do so, the 988 crisis center can direct callers to hang up and dial 9-1-1 521 for assistance, allowing the ECC/PSAP to get quick and direct location information. 522 • When it is not safe to have the caller disconnect and directly contact 9-1-1, the 988 523 crisis counselor MAY initiate a warm transfer to the indicated 9-1-1 ECC/PSAP 524 ensuring successful contact with emergency assistance. 525 • 988 SHOULD provide 9-1-1 with identifying information to assist 9-1-1 in locating 526 the caller (through phone pings, descriptions, etc.). 527 3.8.7 Transfers from a 9-1-1 ECC/PSAP to 988 Crisis Center 528 ECCs/PSAPs SHOULD consider transferring the following types of contacts to a 988 529 crisis center: 530 • Contacts from individuals in emotional distress and not in need of emergency 531 services. 532 • Contacts from individuals seeking referrals to mental health or other 533 community resources and not in need of emergency services. 534 Contacts needing connection to crisis services notified or dispatched by 988, 535 such as mobile crisis teams. 536 • Contacts where emergency services are not yet on scene at the mental health 537 emergency, and the person would like to talk to a crisis counselor while they 538 wait. 539 Prior to transferring a 9-1-1 caller to 988, the telecommunicator SHALL inform the caller about the 988 resource, gain consent for the transfer, and follow transfer 540 541 processes in STA-020.1-2020 NENA Standard for Call Processing. 542 3.9 Operational Analytics 543 Collecting analytics is an important task for both 988 and 9-1-1, it is helpful for funding purposes, gathering information for updating technology, and showing the 544 545 positive interoperability between 988 and 9-1-1. The following are recommendations for 546 baseline data collection.



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3.9.1 Call Data

3.9.1.1 Track number of calls:

549 550 551	<ul> <li>Diverted to 988/local crisis without law enforcement response,</li> <li>Diverted to 988 and sent back to 9-1-1,</li> <li>Diverted to 9-1-1 from a 988-initiated call.</li> </ul>
552 553	3.9.1.2 Track 988 and 9-1-1 call volume, call duration, transfer destination, and time of day for incoming calls to determine impact on staffing.
554	3.9.2 CAD Codes
555 556	3.9.2.1 Track frequency of mental health incidents through use of CAD call codes (incident type codes) specific to mental health emergencies.
557 558 559 560	3.9.2.2 ECCs/PSAPs SHOULD standardize their incident codes to match industry-recommended mental health type codes such as those found in APCO Standard 2.103.2-2019, Public Safety Communications Common Incident Types for Data Exchange.
561 562 563	3.9.2.3 "Welfare check" call codes are NOT RECOMMENDED since they are used for a variety of non-Mental Health-related events and may not properly track 988-specific incidents.
564	3.9.3 Other Reporting
565 566	3.9.3.1.1 Consider splitting data into functionally useful sections, such as legislative districts, through coordinated efforts of 988 and 9-1-1.
567 568	3.9.3.1.2 Consider tracking the call processing time and call hold/transfer time for quality assurance and quality improvement purposes.
569	3.10 Operational Training Considerations
570 571 572 573	<b>3.10.1 9-1-1 Staff training recommendations</b> All new staff SHOULD be trained on the following recommendations, and all staff SHOULD receive continuing training on 988 practices, policy, and procedure. ECC/PSAP telecommunicator training recommendations include:
574 575 576 577 578 579	<ul> <li>3.10.1.1 Overview of local/regional/state 988 crisis center(s) and their roles and responsibilities, to include:</li> <li>988 staff qualification and/or training,</li> <li>Crisis acuity levels handled by counselors (e.g., suicidal with a plan and intent),</li> <li>988's ability to connect people with local resources,</li> </ul>



580 581	<ul> <li>988's ability to dispatch alternative response teams, and</li> <li>Follow-up requirements or processes.</li> </ul>
582 583	3.10.1.2 Explanation of 988 routing for crisis conversations via all 988 contact modalities and any existing limitations regarding location awareness of 988 callers.
584 585	3.10.1.3 Overview of 988's procedures on engaging 9-1-1 services, and any relevant policies such as suicide risk assessment standards or imminent risk policies.
586 587	3.10.1.4 Review of processes and resources for imminent risk scenarios with limited information.
588 589 590	3.10.1.5 Knowledge of state and/or 988 crisis center-specific protocols, policies, documentation requirements, and data regarding transfers between 988 crisis centers and ECC/PSAP's such as:
591 592 593 594 595 596 597	<ul> <li>Specific criteria or scenarios when 988 would contact the ECC/PSAP for police, medical, or fire services.</li> <li>How the region or state will transfer from ECC/PSAP to 988 according to local procedures, and what actions the telecommunicator takes based on circumstances.</li> <li>Required details to be shared between the 988 crisis counselor and the ECC/PSAP telecommunicator when they are available.</li> </ul>
598	3.10.1.6 Where to access local/state 988 crisis center(s) direct phone numbers.
599 600	3.10.1.7 Seek opportunities for 9-1-1 staff to shadow and/or tour local 988 crisis centers, offer reciprocal opportunities to 988 staff.
601	3.10.2 Wellness Education for 9-1-1 and 988 Staff
602 603 604	3.10.2.1 During training staff SHOULD be made aware of opportunities provided by their employer to address the mental and physical impact of working in chronically high-stress situations.
605 606 607 608 609 610 611	<ul> <li>3.10.2.2 Leadership may provide access to the following, or resources similar to:</li> <li>Critical Incident Stress Management (CISM)</li> <li>Professional Quality of Life (Pro QOL)</li> <li>Psychological First Aid (PFA)</li> <li>Skills for Psychological Recovery (SPR)</li> <li>Peer Support (See NENA-INF-044.1-2021, Peer Support Team Development, Implementation, and Oversight) [8]</li> </ul>



612 613 614 615	3.10.2.3 9-1-1 and 988 leadership SHOULD create a culture of safety and wellbeing for staff through support check-ins and learning opportunities focused on stress reduction and overall wellness techniques. (See <i>NENA Standard to Protect the Wellbeing of 9-1-1 Professionals</i> [9]
616	3.11 Technical Considerations
617 618	<b>3.11.1 Brief Technical Explanation of 988 for 9-1-1 Technical Experts</b> 988 is based on the <u>existing</u> National Suicide Prevention Lifeline's enterprise telephony
619 620 621 622 623 624	system, the network utilizes a national toll-free number (800-273-8255) operated by an administrator. Carriers provision switches to send 988 calls to this toll-free number, the call then routes to one of the many crisis centers in the 988-network based on the caller's area code and prefix; the crisis center receives the call with Automatic Number Identification (ANI) only. Overflow calls are directed to a designated subnetwork of national back-up crisis centers.
625 626 627 628 629 630 631	In addition to voice calls, 988 is also accessible via online chat and Short Message Service (SMS) text messaging. Those seeking help through online chat services, through the 988 website, or through SMS-to-988 are all offered a pre-conversation survey, which gathers information for prioritization and routing. Final routing follows the caller's geographic information—zip code for chat, area code and prefix for SMS. The routing table for each modality is based on geographic match, then within-state table, then national backup centers. See Figures 1, 2 and 3 for a visual representation of 988 technical flow.
632 633 634 635 636 637 638 639 640 641 642 643 644	When 988 crisis centers need to contact and coordinate with 9-1-1, the 988 crisis center has access to a commercially available database of ECC/PSAP administrative numbers via the 988 Administrator, 988 crisis counselors will try to get location information from the person in crisis and use that to determine which ECC/PSAP to contact. If the crisis counselor cannot obtain this information, the area code and exchange are used to determine the correct ECC/PSAP. For chat interactions, they use the IP address, zip code, and ISP information gathered from the pre-conversation survey. When contacting an ECC/PSAP, a 988 supervisor typically calls the ECC/PSAP using the public switched telephone network (PSTN), either by dialing 9-1-1 (if the 988 crisis center is in the same ECC/PSAP service area as the caller) or calling the admin line found in the ECC/PSAP database; the 988 supervisor then relays information to the ECC/PSAP. 988 MAY also use a "warm" (supervised) transfer to 9-1-1 when the caller is willing and able to provide more direct location information to the ECC/PSAP.
645 646	Location-based routing solutions for 988 are evolving and dependent upon federal regulations and technological capabilities.
647	Work continues to be done by industry stakeholders; readers are strongly encouraged to



648 refer to current information on this topic.

649 Depending on how the local telephone system implements transfers, upon completion of a 650 988 transfer, the 988 system will remain in the path of the call. This may affect what occurs if 9-1-1 transfers the call, because if cascaded bridges exist, audio artifacts may be 651 652 introduced.

988 has access to a commercial 9-1-1 database of ECC/PSAP boundaries and admin numbers, NENA maintains a database of similar information; neither database is complete nor accurate. The commercial database relies on periodic outreach from vendors to ECCs/PSAPs to confirm information though ECCs/PSAPs may be reluctant to respond to such requests. The NENA database is based upon voluntary entry, and thus not complete, but is believed to be more accurate.

# **Current Lifeline Technology Architecture – Voice**

July 2022 Current State

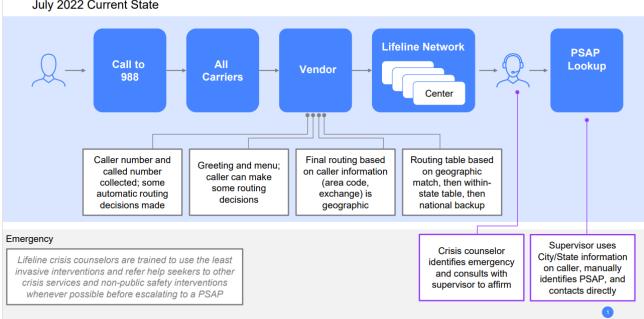


Figure 1 988 Lifeline Architecture for Voice Calls

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Figure 2 988 Lifeline Architecture for SMS Text Messaging

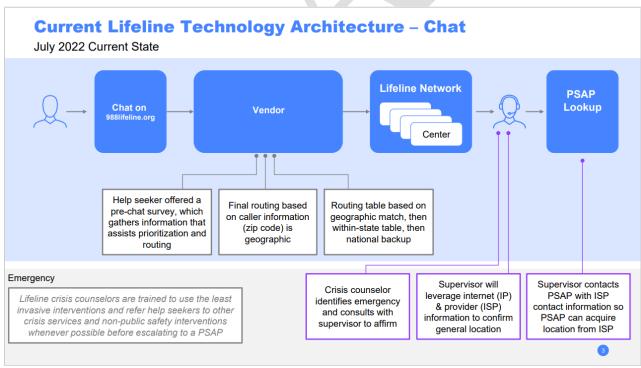


Figure 3 988 Lifeline Architecture for Chat Services



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668	3.11.2
669 670 671 672 673 674	The 9-1-1 syste (ECCs/PSAPs) ir (city, county, to boundary becaudynamics. Due and very comple
675	The 9-1-1 syste

- 2 **Brief Technical Explanation of 9-1-1 for 988 Technical Experts**
- m is comprised of over 5000 "primary" Public Safety Answering Points n the United States. ECCs/PSAPs most often serve a political subdivision
- wnship), but rarely is the actual service boundary the same as the political
- use of agreements between ECCs/PSAPs based on actual response area
- to the risk factors for public safety emergencies, 9-1-1 routing is difficult
- ex.
- m is undergoing significant changes. The older system, called Enhanced
- 9-1-1 or "E9-1-1" is being replaced by a new system called Next Generation 9-1-1, or 676
- "NG9-1-1". E9-1-1 is built on special purpose telephone switches called Selective Routers 677
- (SR) and two databases, a Master Street Address Guide (MSAG), and Automatic Location 678
- 679 Identification (ALI). ALI is indexed by telephone number and enhanced to cover wireless
- 680 and VoIP; the MSAG is used as a validity check before an address is loaded into ALI.
- A telephone company, also called an "Originating Service Provider" (OSP), serving a 681
- 682 wireline telephone subscriber, enters an ALI record for their subscriber as part of their
- 683 sign-up process. The address is then validated against the MSAG, and the SR is provisioned
- 684 with the ECC/PSAP serving the subscriber. When a 9-1-1 call is received at the SR, it
- 685 switches the call to the right ECC/PSAP and sends the call, and call data, using Centralized
- 686 Automated Message Accounting (CAMA) signaling over a telephone line ("trunk"). The
- 687 number of trunks from a SR to an ECC/PSAP is small, roughly at or just above the number
- 688 of ECC/PSAP positions.
- 689 When an ECC/PSAP gets a call, it uses Automatic Number Identification (ANI) to guery ALI,
- 690 which returns the address and other information, such as call back number and type of
- 691 telephone service. For wireless and Voice Over Internet Protocol (VoIP), the ANI reported
- 692 isn't the actual telephone number of the caller, it is a special "pseudo-ANI" (pANI) assigned
- 693 to the call that, when gueried in ALI, sends a request to the OSP for the current location of
- 694 the caller, which is then returned to the ECC/PSAP.
- 695 In NG9-1-1, the entire system is based on Internet Protocol (IP) using an Emergency
- 696 Services IP network (ESInet), and the Session Initiation Protocol (SIP), mirroring call
- 697 signaling processes used by newer enterprise, wireless and VoIP telephone systems.
- 698 Location is attached to the call by the OSP in the SIP signaling. An Emergency Call Routing
- 699 Function (ECRF) contains a map that includes precise service boundaries for ECCs/PSAPs
- 700 and responders. When a call arrives at an Emergency Services Routing Proxy (ESRP), the
- 701 ECRF is queried with the location, and it returns the route to the right ECC/PSAP. There are
- 702 gateways allowing a legacy OSP to connect to an ESInet, and a legacy ECC/PSAP to



- 703 connect to NG9-1-1. NG9-1-1 has a concept called "Additional Data" that greatly expands
- 704 the data accompanying a call, such as identity and contact information of service providers
- in the path, sensor data, alarm data, health data, and more.
- 706 In both systems, emergency calls arrive on emergency trunks (in E9-1-1), or gueues (in
- NG9-1-1) and are treated as emergencies; ECCs/PSAPs also have 10-digit telephone
- 708 numbers called "Admin Lines". In some ECCs/PSAPs, there are admin lines reserved for
- 709 emergency-use only, while in others, admin lines serve a mix of emergency and non-
- 710 emergency purposes. ECCs/PSAPs do not receive location information on admin lines.
- 711 Underlying both E9-1-1 and NG9-1-1 is an information system that displays the caller
- 712 location at the ECC/PSAP.
- 713 9-1-1 deals with several kinds of written communications, all going under the heading of
- "text". 9-1-1 distinguishes between line-at-a-time text and character-at-a-time text. E9-1-1
- 715 can receive SMS (mobile texting) for line-at-a-time and TTY as character-at-a-time. In
- 716 NG9-1-1, line-at-a-time text is supported using the Message Session Relay Protocol (MSRP)
- protocol, a non-proprietary form of "chat" or "instant messaging". SMS is converted to
- 718 MSRP to accommodate legacy texting. NG9-1-1 supports "real time text" (RTT) using
- 719 RFC4103 which is ITU-T.140 Real Time Text over IP. TTY is converted to RFC4103 RTT to
- 720 accommodate legacy devices.
- 721 E9-1-1 systems can implement Text-to-9-1-1 using a "Text Control Center" (TCC). SMS is
- 722 passed to the TCC, which routes it to the right ECC/PSAP using the same mechanisms as a
- 723 mobile voice call. ECCs/PSAPs opt-in to text services and not all ECCs/PSAPs have updated
- their systems to allow it. Teletypewriter (TTY) is supported by all ECCs/PSAPs, TTY, though
- 725 this older text system is becoming obsolete in the Deaf community. Text and video are
- supported natively in NG9-1-1, video is not yet widely implemented. Transfer of a text
- session to or from 988 is not possible as of the publishing of this document.
- 728 Transfers in both E9-1-1 and NG9-1-1 are a function of the 9-1-1 system and arrive on the
- 729 emergency trunks (in E9-1-1) or queues (NG9-1-1). NG9-1-1 maintains all media (voice,
- 730 video, text) on a transfer. Transfer of TTY calls works in E9-1-1 but transfer of text calls is
- 731 limited. In NG9-1-1, when a call is transferred, it includes a new "Emergency Incident Data
- 732 Object" which contains everything the ECC/PSAP knows about the incident (and the call) at
- 733 the time it was sent.

## 4 Impacts and Considerations

## 735 **4.1 Operations Impacts Summary**

- 736 Implementation of 988 can have a significant impact on 9-1-1 operations and response
- allocation. Positive impacts include workload reduction on 9-1-1 professionals and the



- ability to mitigate some mental health emergencies without the use of typical public safety
- 739 responses. The relationship between 9-1-1 and 988 depends upon legislation and regional
- 740 planning efforts specific to each state, it will take time to fully realize.
- 741 Use of this standard will aid in building a collaborative relationship and encourage positive
- operational improvements to mental health response in the public safety sphere, where
- 743 applicable. ECCs/PSAPs and 988 stakeholders must continue to assess and refine their
- 744 operational relationship as 988 becomes more widely accessed.

# 745 **4.2 Technical Impacts Summary**

- 746 The current technical impacts of using this standard are minimal and depend on how
- states, regions, or localities choose to implement their 9-1-1/988 model.
- 748 Future technical impacts will come from legislative and regulatory changes starting at the
- 749 federal level and the application of those regulatory changes at state, regional, and local
- 750 levels.

## 751 **4.3 Security Impacts Summary**

- 752 The current security impacts of using this standard are minimal and depend on the
- 753 implementation of state, regional, and local policies.
- 754 Future impacts will come from refinement of policies and interactions between 9-1-1 and
- 755 988 service centers. As relationships are developed, security impacts will be clearer and
- 756 remediated as needed.

# 757 4.4 Recommendation for Additional Development Work

- As 988 systems are planned, developed, and implemented, then assessed for operational
- 759 effectiveness, 9-1-1 and 988 stakeholders will have experience to inform and reshape best
- 760 practices. Federal legislative changes will also influence the operational relationship
- between these two entities, offering additional topics to address in future development
- 762 work.

766

- 763 This standard was developed as a starting point for 9-1-1 and 988 operations development,
- 764 with the expectation that needs will continue to change and multiple versions of this
- 765 standard are written.

## 5 Abbreviations, Terms, and Definitions

- See the NENA Knowledge Base (NENAkb) [1] for a Glossary of terms and abbreviations
- used in NENA documents. Abbreviations and terms used in this document are listed below
- 769 with their definitions.



Term or Abbreviation (Expansion)	Definition / Description	Recommendation for NENAkb Glossary
988	The three-digit dialing code that directly connects individuals to the pre-existing National Suicide Prevention Lifeline network of crisis centers (now called the 988 Suicide & Crisis Lifeline).	Add
988 contact modalities	All methods one might use to contact 988, including but not limited to voice call, chat, text, videophone, TTY/TDD, or other communication method currently in use.	Do not add
988 Suicide & Crisis Lifeline	A national network of local crisis centers maintained by the federal Substance Abuse and Mental Health Services Administration that provides free and confidential emotional support to people in suicidal crisis or emotional distress twenty-four hours a day, seven days a week.  Formerly known as the National Suicide Prevention Lifeline (NSPL, aka Lifeline)	Update "LIFELINE" (In Glossary) to 988 Suicide & Crisis Lifeline and modify to this current definition.
Cold Transfer	AKA "Blind Transfer", occurs when the caller is transferred to another agent without a receptionist or live agent providing an introduction and/or basic information.	Don't Add
CSU (Crisis Stabilization Unit)	Crisis Stabilization Units (CSU) are small inpatient facilities of less than 16 beds for people in a mental health crisis whose needs cannot be met safely in residential service settings. CSUs may be designed to admit on a voluntary or involuntary basis when the person needs a safe, secure environment that is less restrictive than a hospital. CSUs try to stabilize the person and get him or her back into the community quickly.  www.Nami.org	Don't Add



Term or Abbreviation (Expansion)	Definition / Description	Recommendation for NENAkb Glossary
EDP (Emotionally Disturbed Person)	A person who appears to be mentally ill or temporarily deranged and is conducting himself in a manner which a police officer reasonably believes is likely to result in serious injury to himself or others.	Don't Add
Imminent risk / Exigent Circumstances	Evaluation by a crisis line of an individual's risk of suicide. There must be a close temporal connection between the person's current risk status and actions that could lead to serious bodily injury or death. The person indicates intent to die, a plan, and the capability to carry out their intent. Beyond 988 crisis center processes, imminent risk is further defined as an immediate and impending threat of a person causing substantial physical injury to self or others. Exigent Circumstances cause a reasonable person to believe that entry (or other relevant prompt action) was necessary to prevent physical harm to the officers or other persons, the destruction of relevant evidence, the escape of the suspect, or some other consequence improperly frustrating legitimate law enforcement efforts. <a href="https://www.law.cornell.edu/">https://www.law.cornell.edu/</a>	Don't Add
ITU-T.140	Defines a protocol for text conversation, also known as real-time text	Don't Add
Mobile Crisis Team (MCT)	One or more mental health trained professionals who respond to the location of individuals in crisis.  MCT availability and configuration of mental health professionals may vary by jurisdiction and, if circumstances warrant, can work in collaboration with police, emergency medical services, crisis hotlines, hospital emergency departments and others	Don't Add



Term or Abbreviation (Expansion)	Definition / Description	Recommendation for NENAkb Glossary
	involved in the public safety system.	•
Peer Support	Peer Support is assistance provided by a person who shares a commonality with another person based on experience with a particular, or similar, situation or event. Peer Support can take many forms, but they all serve one goal, which is to provide a direct and relatable resource to support the cognitive, emotional, and psychological wellbeing of those dealing with personal and work-related stress. The most basic form of Peer Support is found in the daily positive and supportive interactions between friends and co-workers.  NENA-INF-044.1-2021	Don't Add
ProQOL (Professional Quality of Life)	Professional Quality of Life (ProQOL) is intended for any helper - health care professionals, social service workers, teachers, attorneys, emergency response, etc. Understanding the positive and negative aspects of helping those who experience trauma and suffering can improve your ability to help them and your ability to keep your own balance. https://proqol.org/	Don't Add
PFA (Psychological First Aid)	PFA is an initial disaster response intervention with the goal to promote safety, stabilize survivors of disasters and connect individuals to help and resources. PFA is delivered to affected individuals by mental health professionals and other first responders. The purpose of PFA is to assess the immediate concerns and needs of an individual in the aftermath of a disaster, and not to provide on-site therapy.	Don't Add
RFC4103	Describes how to carry real-time text conversation session contents in RTP	Don't Add



Term or Abbreviation (Expansion)	Definition / Description	Recommendation for NENAkb Glossary
	packets	
SPR (Skills for Psychological Recovery)	Skills for Psychological Recovery (SPR) is an intervention designed to follow Psychological First Aid (PFA) in the weeks and months following disasters and mass violence events. SPR aims to help survivors gain skills to manage distress and cope with post-disaster stress and adversity.	Don't Add
Warm Transfer	A warm transfer occurs when one employee answers a call and then transfers the call to a different employee or location and passes on any relevant information so that the caller doesn't have to repeat themselves.	Don't Add

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#### 6 References

- 772 [1] National Emergency Number Association. "NENA Knowledge Base Glossary." Updated 773 June 13, 2023. <a href="https://kb.nena.org/wiki/Main\_Page">https://kb.nena.org/wiki/Main\_Page</a>.
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801		y Answering Points ECCs/PSAPs.pdf



802	7 Appendix A
803	Sample Documents
804	7.1 Sample Memorandum of Understanding
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806	MEMORANDUM OF UNDERSTANDING
807	Between
808	The County/City of
809	And
810	(988 or local community partner)
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813	PURPOSE
814 815 816 817 818 819 820	1. The purpose of this document is to state the terms of a mutual agreement (Memorandum of Understanding) between (ECC/PSAP) and (988 or local community partner), that will serve as a framework within which both organizations may coordinate the development of protocols and procedures to provide immediate, accessible care and support for all who might be experiencing suicidal/homicidal thoughts, at risk of harming self or of harming others, or who are struggling with emotional distress and may be in need of mental health support services and require immediate help.
821	
822 823 824 825	Both Organizations bring different skill sets and expertise to help meet the needs of people in crisis. It is intended that this agreement will promote a joint collaboration between both entities to share authorized information in an approved manner for the benefit of the citizens in accordance with local, state, and federal laws.
826	
827	RECOGNITION
828 829 830	2. <b>(ECC/PSAP)</b> recognizes <b>(988 crisis center or local community partner)</b> as a public service organization, which provides mental health crisis services to citizens during a request for assistance.
831	
832 833	2.1 <b>(988 crisis center or local community partner)</b> recognizes <b>(ECC/PSAP)</b> as the Authority having Jurisdiction for the receipt, processing, dispatching and



response coordination of emergency calls for assistance.

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#### **DEFINITIONS**

- 3. "Definition of a mental health emergency or crisis: a situation in which a person's actions or behaviors may lead to self-harm, harm to others, or place them at risk of being unable to care for themselves or function in the community in a healthy manner. It can also refer to an unstable situation with an uncertain outcome, in which the person's capacity is temporarily overwhelmed."
  - 3.1 Definition of imminent risk "Evaluation by a crisis line of an individual's risk of suicide. There MUST be a close temporal connection between the person's current risk status and actions that could lead to serious bodily injury or death. The person indicates intent to die, a plan, and the capability to carry out their intent."

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#### PRINCIPLES OF AGREEMENT

4. In order that the parties may share authorized information in performing their respective duties to provide the best emergency or crisis services to the citizens, the following principles and methods are agreed upon:

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- 4.1 The role of (ECC/PSAP) is to:
  - Assess and determine the appropriate type of mental health response to promote the safety of the caller, bystanders, patients, and responders
  - Collaborate with (988 or local community partners) for training of (ECC/PSAP) staff to assess urgency of risks to caller in order to determine appropriate response
  - Identify appropriate documentation and record keeping methods related to mental health calls for service, including new problem nature or incident types that might be used

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- 4.2 The role of (988 Crisis Center or local community partner) is to:
  - Offer emotional support, de-escalation and safety planning through crisis/suicide intervention techniques, providing connections to local resources, and, in some localities, providing or linking individuals to mobile crisis counselors to respond in-person (independently or with public safety agencies) to mitigate issues derived from or impacted by mental health crises



- 868 Accept calls transferred by (ECC/PSAP) from callers seeking help with suicidal 869 thoughts or emotional crisis when NOT at imminent risk of suicide or in progress with an attempt. 870 871 Instruct callers needing emergency services, such as fire, law enforcement or 872 medical services to hang up and dial 9-1-1 or utilize a warm transfer procedure 873 to connect the caller to 9-1-1 ECC/PSAP. 874 Attempt to collect appropriate information from callers in emergency 875 circumstances who are unable or unwilling to dial 9-1-1 and transmit that 876 information to the appropriate 9-1-1 ECC/PSAP.
  - Seek 9-1-1 ECC/PSAP assistance for situations involving imminent risk for suicide/suicide in progress or danger to other persons, by collecting as much information as possible on the circumstances and notifying the indicated 9-1-1 ECC/PSAP.
  - Provide the ECC/PSAP with information to locate an individual in imminent risk, such as caller ID information, IP address, physical address/location or any other identifying information and hazards, the caller shared with the crisis counselor.
  - Provide training for ECC/PSAP staff about crisis center's services
  - 4.3 The parties will establish bi-directional agency-to-agency transfer protocols and procedures to foster efficient and secure transfer and sharing of information to help the public during emergencies. Where required, establish protocols between parties regarding transfers for business hours, after-hours and weekends, and for agencies receiving non-voice communications. Each agency will use a decision tree, internal protocol, or some type of quick reference for guidance. [See sample Decision Tree]
    - Blind/cold transfers are never recommended

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- Prior to transfer, the caller being transferred should be informed of, and give consent to the transfer,
- **(988 or local community partner)** transfer, the crisis counselor on the line with the caller might not transfer the caller to **(ECC/PSAP)**; in certain situations the crisis counselor may stay on the line with the caller while another crisis counselor contacts **(ECC/PSAP)** to relay pertinent information
- (ECC/PSAP) may transfer the call and deliver agreed upon information, stay on the line until (988 or local community partner) advises it's okay to disconnect
- Develop protocol if during transfer a busy signal is received or excessive wait time is encountered due to unforeseen circumstances



904 905 906	<ul> <li>During a transfer, when possible, (ECC/PSAP) will identify agency name, callback number, incident number, description of situation, individual's location, phone number, name and any other information determined to be pertinent.</li> </ul>
907 908	<ul> <li>Wherever possible, chat/text line communications will be maintained by (988 or local community partner) while contact is initiated with (ECC/PSAP)</li> </ul>
909	
910 911 912 913 914 915	4.4 Information sharing between (ECC/PSAP) and (988 or local community partner) should be in accordance with local, state, and federal law. (988 or local community partner) services may include an emphasis upon confidentiality and informed consent, while (ECC/PSAP) understand that information availability is inherent in their processing of calls for service.
916 917	4.5 The parties may exchange authorized information, as required, through voice, text, and images to support a call transfer.
918	
919 920 921	4.6 The parties agree to treat all information received as confidential and protected, as required by law, and to use information only for the successful resolution of the incident, and to provide services for the health, welfare, and safety of the citizens.
922	
923 924 925 926	4.7 The parties will work with each other to meet the needs of the public by providing relevant and authorized information either maintained or received by either party which may assist either party in fulfilling its duties as they relate to providing service to the public during an emergency event.
927	
928 929	4.8 The parties may develop a report sharing protocol to assure the quality of each department protocol and procedures.
930	
931 932	4.9 The parties should develop grievance procedures and problem-solving steps and/or escalation processes.
933	
934	4.10 The parties should develop a review and change process.
935	
936	AUTHORIZATION



938 939 940 941 942	each organization. It may be amended by mutual agreement of the parties and will remain in effect until terminated by either party, upon ninety <b>(90 days)</b> advance written notice to the other. Nothing herein will create any joint venture, partnership, or other business association, nor shall either party enter into any obligation or commitment on behalf of the	
942	other.	
944	Signature:	Signature:
945	(ECC/PSAP)	(988 or local community partner)
946		
947	Date:	Date:
948		
949		
950	(AUTHORIZATION PARTY)	(AUTHORIZATION PARTY)
951		
952		



953 954	7.2 Sample Agreement for Information Sharing
955	AGREEMENT FOR
956	INFORMATION SHARING
957	
958 959 960 961 962	This <b>AGREEMENT</b> , made theday of20 by and between (ECC/PSAP), hereinafter referred to as "" and the (988 or local community provider), hereinafter referred to as "".
963 964 965 966 967 968	1. Whereas, pursuant to State and Federal laws, including but not limited to FOIA & HIPPA the <i>(Insert state or local Codes)</i> shall, to the extent possible and reasonable, develop an <b>AGREEMENT</b> with support and/or assistance to callers that might be experiencing suicidal thoughts, who are at risk of suicide, or who are struggling with emotional distress, or who may be in need of mental health and/or substance use support services, and those who have attempted suicide and need immediate help.
970 971 972 973 974	2. Whereas, it is intended that this agreement will promote a joint collaboration between both entities to share authorized information in a responsible manner for the benefit of the citizens in accordance with local, state, and federal law. (ECC/PSAP) and (988 or local community partner) may agree to share authorized data including, text, pictures, audio, video, and other data to provide pertinent information for responders
976	3. This AGREEMENT may apply to the following circumstances and/or situations.
977 978	3a. 9-1-1 Transfers to 988/local community partner de-escalation, meets criteria for transfers.
979 980 981	3b. 988/local community partner to 9-1-1 meets criteria for imminent risk to self active suicide attempt in progress, and/or criteria for homicidal intent
982 983 984	4. Any sharing of information by either or both parties pursuant to this <b>AGREEMENT</b> shall be agreed upon mutually.
985 986	5. This <b>AGREEMENT</b> shall become effective immediately upon its ratification by the appropriate agency representatives. Duly authenticated copies of the <b>AGREEMENT</b> , after



987	approval, are deposited with each of the p	parties.
988		
989 990 991 992	the appropriate party representatives take action to withdraw there from. Such action shall be effective until 90 days after notice of withdrawal to the other party to this	
993		
994 995 996		d Parties by their appropriate representatives <b>EMENT</b> for the emergency services the day and
997		
998	Signature:	Signature:
999	(ECC/PSAP)	(988 or local community partner)
1000		
1001	Date:	Date:
1002		
1003		
1004	(AUTHORIZATION PARTY)	(AUTHORIZATION PARTY)
1005 1006		
1007		
1008		



1009	7.3 Sample 9-1-1 ECC/PSAP Standard Operating Procedure	
1010		
1011	Operational Procedure: Crisis Caller	
1012 1013 1014 1015 1016	behaviors may lead to them hurting themselves or others, and/or putting them at risk of being unable to care for themselves or function in the community in a healthy manner. A person in crisis can be in an unstable situation with an uncertain outcome in which an	
1017	Indications that the person may be a person in crisis include:	
1018	Priority	
1019	Level 1 (routine) 9-1-1 refer to 988 or local community partners	
1020 1021	Distressed caller appropriate for phone intervention with trained behavioral health professional with referrals for services within 72 hours	
1022	No homicidal thoughts, or behavior	
1023	Suicidal thoughts with no plan and/or means	
1024	Level 2 (moderate) Refer to 988 or dispatch resources according to local policies	
1025	Distressed caller with imminent need of in-person behavioral health support	
1026	Inappropriate or unexplained use of profanity directed towards others or the call taker.	
1027	No homicidal thoughts, intent, or behavioral	
1028	8 Suicidal thoughts with no plan or direct access to lethal weapons	
1029	Minor self-injurious behavior	
1030	Level 3 (urgent) Refer to 988 or dispatch resources according to local policies	
1031	Active aggression	
1032	Florid psychosis	
1033 1034	Making statements that do not make sense to the call taker such as rambling words unrelated to the call taker's questions or conversation.	
1035 1036	Acting hysterical or otherwise irrational for no apparent reason, often to the point where conversation is impossible.	
1037	Homicidal thoughts with no active behaviors or intent	
1038	8 Active cutting (self-injurious behavior) with concern for medical risk	
1039	Suicidal thoughts with plan and access to lethal weapons or gun	



1040 1041	Level 4 (emergent) 9-1-1 dispatch law enforcement, EMS and/or fire without delay
1042	Escalation in previous low-level activities
1043	Aggression escalating, directed towards others or the call taker
1044	Direct, immediate threats to life
1045	Active suicide attempt
1046	Active assault on others with ability to cause significant harm
1047 1048	Suicidal comments escalating, related to plans and access to lethal weapons or gun present and accessible
1049	
1050	Call Processing
1051 1052 1053 1054 1055	9-1-1 may utilize a decision tree (See Sample Decision Tree inserted) or protocols to provide call takers with decision making guidance, thereby meeting agency call processing procedures and/or protocol standards. This procedure or protocol instruction will provide guidance for the call taker to make an accurate problem nature code selection and use the direction for an appropriate response.
1056	
1057	Problem Nature Code
1058	Problem Nature MHC (Mental Health Crisis)
1059 1060	If more specific information is known, use a more specific problem nature, always use the higher priority problem nature.
1061	Call Dispatching
1062 1063	(ECC/PSAP) may transfer to 988 and/or local community partner(s) depending on time of day/hour of day
1064	(ECC/PSAP) may dispatch 'as available' to mobile crisis unit over the radio
1065 1066	(ECC/PSAP) may dispatch pre-determined alternative resource 'if mobile crisis unit not available'
1067 1068	(ECC/PSAP) may dispatch 'as available' a joint response between law and/or fire along with a mobile crisis unit
1069 1070 1071	ECCs/PSAPs that dispatch mobile crisis units and/or law, fire, EMS, should establish agency protocol, consistent with other check-in protocols, that set up consistent and timed safety checks until the unit(s) clear the call for service.
1072	Call Tracking



Calls for service should be created using the crisis problem nature code(s) for incident tracking and data analytic purposes. Some calls transferred to 988 Crisis Center and/or a local community partner without a law, fire or EMS response might be canceled/cleared out, which will "log" the call and end check-in protocols. If an event or incident escalates and is subsequently transferred back from 988 Crisis Center, the previous call may be included for history and reference.

### References

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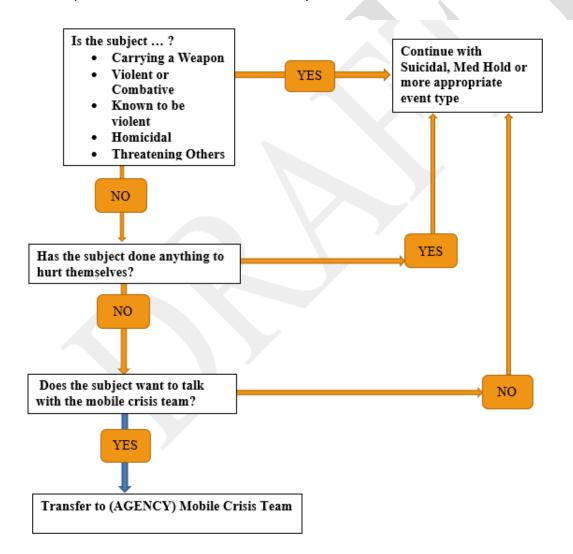
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1083 1084 MN Statute Section 1. Minnesota Statutes 2020, section 403.03, subdivision 1

# 7.4 Sample Decision Tree for ECC/PSAP Operations

Follow established call taking protocol prior to using the decision tree. (where, what, caller's phone number and caller's name)



# 8 Appendix B

# **Collaborative Tabletop Scenarios/Use Cases**

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- The following scenarios may be used as described in Section 3.5.1. They provide a starting point for knowledge-sharing, or as an interactive and collaborative tabletop exercise; the goal is to develop mutual understanding and awareness of the other community's
- 1093 knowledge, abilities, and processes. Indeed, solutions vary widely from state to state and
- 1094 locality to locality, dependent upon unique organizational, political, and statutory
- frameworks. These scenarios will help 9-1-1 and 988 communities develop interagency
- actions by identifying knowledge, training, and/or policy gaps.
- When engaging in collaborative exercises, the stakeholders may consider the following topics as they relate to each scenario.
- Protocol or Policies in place
- Retain/transfer process
- What resources are needed—who notifies, sends, and maintains communication?
- Risks, barriers, deviations, other considerations

# 8.1 Special Needs communities

- A caller with a hearing or speech disability calls/texts 988, the call progresses to exigent circumstances
- A caller with a hearing or speech disability calls/texts 9-1-1, they want to talk to a counselor about a family member who is suffering from acute mental illness, they don't want public safety responders involved.
- 988 incoming text or chat from deaf caller How will call be connected, or the information be communicated, to 911?

### 1111 **8.2 Who calls back?**

• Caller advises they have taken 3000mg of an antidepressant, while on the phone with 988 Crisis Counselor the caller's breathing status and alert-level decline, then they hang up. The caller refuses to provide a location to the crisis counselor prior to disconnection.

# 8.3 Competing emergency needs

- A teenager is having a mental health crisis and is on the phone with a 988 crisis counselor. There are two younger kids in the house that cannot be left alone and may be negatively impacted by the teenager's behavior.
- A 988 caller with mental illness is behaving erratically and putting bystanders at risk.



• A 9-1-1 caller is involved in a past domestic situation, their main concern is depression, but their safety MAY be at risk.

### 8.4 Who is the primary agency for the scenario?

- 988 receives a call for a suicidal caller, while on the phone the scene becomes a
  domestic. The crisis counselor doesn't hear physical violence but hears verbal
  discord and threats.
- Caller to 988 is threatening suicide with a handgun. Called 988 a week prior with the same threat, was able to put the gun in a safe and have someone take them to the emergency room where they were placed on a 72-hour hold and then released. 988 crisis center is unable to de-escalate the call and compel the caller to put the gun away safely. Determines the call needs to be transferred to 9-1-1 and/or the supervisor calls 9-1-1 while the 988 call taker stays on the line with the caller.
  - A teenager calls 9-1-1 from their car while driving home. They are threatening suicide. No other 9-1-1 calls have come in around this driver as they have not displayed any erratic behavior or tried to cause an accident.
  - Call from individual who is experiencing depression but is not suicidal or having an acute medical emergency. The caller only wants help/intervention, but does not need medical treatment, is not a threat to herself or anyone else.
  - 988 metropolitan center receives a call from a rural area, hours away locating ECC/PSAP connecting to local rural resources for assistance (transfer back to rural may not be possible within the 988 resource network).

### 1142 **9 APPENDIX C**

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### **Recommendations for 988 Crisis Centers**

### 9.1 Recommended SOP Checklist for 988 Crisis Centers

- When 988 Crisis Centers create SOPs regarding interactions with 9-1-1, they should consider the following:
  - Training on SOPs that follow the Lifeline's Suicide Safety Policy (least invasive intervention etc.) to determine if ECC/PSAP assistance is needed or if another connection will serve the situation more safely
  - General procedures for when to make warm transfers to 9-1-1 from 988 (see 4d)
    - Process for transferring callers using a language translation service to 9-1-1
    - Procedures addressing chat and texts that cannot be transferred (with today's technology constraints)
    - Process for handling calls that are disconnected during transfer to 9-1-1



1156	from 9-1-1 ECC/PSAP
1157	<ul> <li>Procedures for handling a busy signal/wait time when contacting 9-1-1</li> </ul>
1158	<ul> <li>Training, instructions, and tools for locating closest ECC/PSAP to caller/chatter/texter</li> </ul>
1159 1160	<ul> <li>Outline of escalation or decision-making process when caller/chatter/texter location is unclear</li> </ul>
1161 1162 1163	<ul> <li>Information outlining what first responder/emergency communication resources are available, for example tribal nation dispatch centers or other non-ECC/PSAP communications entity</li> </ul>
1164	Procedures for communicating with ECCs/PSAPs
1165	<ul> <li>Minimum information local ECCs/PSAPs need from 988</li> </ul>
1166	<ul> <li>Procedures for determining caller/chatter/texter's city, state</li> </ul>
1167	<ul> <li>Requesting disposition information</li> </ul>
1168	<ul> <li>Information to collect from ECC/PSAP and document in call report</li> </ul>
1169	<ul> <li>Procedures for updating ECC/PSAP with new information on current incident</li> </ul>
1170	<ul> <li>Procedures for other Emergencies requiring ECC/PSAP assistance</li> </ul>
1171	Escalation and grievance procedures
1172	<ul> <li>Debriefing meeting procedures, if required</li> </ul>
1173	
1174	9.2 988 Crisis Center Policy and Procedure recommendations:
1175 1176 1177 1178 1179 1180 1181	988 Lifeline crisis centers will follow all policies and guidance provided by the network administrator and each center will refer to their Network Agreement and the Lifeline's Network Resource Center for requirements. For the purposes of this document, any reader should know that all 988 crisis centers are REQUIRED to form formal relationships (MOUs) with their closest ECC/PSAP (at a minimum). Additionally, all 988 crisis centers are provided direction on how to address the following topics and will use this direction when creating their local SOPs, policies, and/or procedures for interacting with 9-1-1.
1182	Suicide/Harm Emergencies
1183 1184 1185	<ul> <li>Policies and training that follow the Lifeline's Suicide Safety Policy (least invasive intervention, etc.) to determine if ECC/PSAP assistance is needed or if another connection will serve the situation more safely.</li> </ul>
1186	<ul> <li>If ECC/PSAP assistance is needed:</li> </ul>



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Other Emergencies requiring ECC/PSAP assistance	
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1220 telecommunicators training recommendations include:

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- Introduction and orientation to local/regional/states ECCs/PSAPs including their state guidelines, and regional roles and responsibilities.
  - Identification of ECCs/PSAPs that handle specific public safety needs, such as State Patrol, Sheriff, Police, EMS, or other, and their relationship with Law Enforcement Agencies, Emergency Medical Services, Fire Departments, and any other relevant parties within their region.
    - Overview of typical ECC/PSAP chain of command and organizational charts; what roles are typically available in various ECCs/PSAPs for escalation, support, and feedback.
    - ECCs/PSAPs role in preventing imminent danger and response to imminent risk scenarios.
    - Overview of typical protocols, SOPs, and restrictions that ECCs/PSAPs will use to dispatch resources when a 988 crisis center contacts an ECC/PSAP for assistance.
    - Explanations of state and/or ECC/PSAP SOPs and policies regarding transfers to/from 988 to/from ECCs/PSAPs, 988 contacting ECCs/PSAPs and documentation requirements.
    - Explanations of process, approvals, and the ECC/PSAP's use of telecom companies to achieve location; this should include but not be limited to technologies and resources ECCs/PSAPs may use regionally to identify a person's location.
    - Overview of location (ANI/ALI), what ECC/PSAP generally has access to regarding location; Next Gen orientation, and various network capabilities, as it pertains to the state's access to location identification.
    - Training on the MOU that is associated with a particular region and guiding rules of engagement such as HIPAA's Privacy Rule, imminent danger, and sharing with ECCs/PSAPs.
    - Descriptions of various scenarios warranting transfer of a 988 caller to an ECC/PSAP or contacting an ECC/PSAP for police, medical, or fire services; including explanation of call for service or incident creation.
    - Explanation of details desired by ECCs/PSAPs, if available, to be shared between the 988 crisis counselor and ECC/PSAP telecommunicator.
    - Details that are typically desired: Reporting party/988 caller, call back number, location of party that needs services, scenario description, suicide method involved, weapons involved, other people present.
    - Training on when and how to access the state's ECC/PSAP direct phone numbers.
    - Training on what best practice for communication between a 9-1-1 ECC/PSAP and 988 Crisis Center should look like.
    - Training should include opportunities for staff from both centers to shadow and or tour each other's centers.
  - All new staff should be trained on the above recommendations.
- All existing staff should receive continued training on 9-1-1 practices, policy, and



procedures.

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# 10 Appendix D

## 1264 **10.1 211 Community Services Acknowledgement**

The dialing code 211 is utilized nationwide for access to community services that often include references to mental health resources. It is suggested that future work include efforts to utilize 211 resources as an integral part of the mental health resources related to 988 including the potential for real-time links in assistance to 988 callers.

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