

RECOMMENDATION #3.3: The City should implement a 3-1-1 Non-emergency Customer Response System by upgrading existing telephony, expanding the OAC to a twenty-four/seven call center, and implementing a citywide Customer Response System (CRS) system.

3.3.1 Background

3.3.1A Problem Description

Customer Demand for City Services

City Officials, Agencies, Departments, and Commissions provide services to more than 400,000 Oakland residents and over 10,000 City businesses. These services range from street, sewer, and building services to business licenses, library books, and early childhood education and recreation services.

City Departments, when taken together, receive an estimated 750,000 non-emergency calls from residents and businesses yearly. Last year, the OPD received over 350,000 of these non-emergency calls, or about 47% of the total non-emergency call load. About 51,000, or 15%, of the 350,000 non-emergency calls received by OPD were not police related calls.

Research shows that customers who contact cities do so repeatedly. We can safely assume that 60 percent of customers have called the city two or three times, and that 20 percent have called the City four or more times, over the past six months.

The 2002 City of Oakland Citizen Survey, conducted by Fairbank, Maslin, Maullin & Associates, found that customers most frequently contact the City about the following services:

- Police
- Planning, Permitting, and Development
- Traffic and Parking
- Streets & Sidewalks

The OAC reports that customers routinely call the OAC about the following City services:

- Code Enforcement, Permitting and Clean Up
- Residential and Commercial Lending
- Traffic and Parking
- Streets & Sidewalks

In its review of City services, the Public Strategies Group, Inc (PSG) noted four areas where non-emergency performance appears below par based upon customer expectations or comparisons with other cities:

- Code Enforcement, Permitting, and Clean Up
- Street Maintenance
- Park Maintenance
- Police Call Taking

It is likely that up to 80% of non-emergency service requests are for the services listed above. Improvements to operations in Departments that provide these services will have the greatest impact on the City's constituents.

Demand for 3-1-1 Non-Emergency System

California Assembly Bill 669 (Hertzberg) will authorize every local public agency to establish a non-emergency telephone system and make the digits 3-1-1 the dedicated non-emergency telephone number within the system. The Hertzberg Bill echoes the findings of government agencies across the country, declaring that:

- The 9-1-1 emergency response system is inundated by calls from people calling to complain about non-emergency situations.

- Estimates of non-emergency calls to 9-1-1 systems range from 70 to 90 percent of the total number of 9-1-1 calls.
- These calls delay the delivery of emergency services.
- The availability of a 3-1-1 non-emergency telephone number will reduce the number of these calls to the 9-1-1 system, thus improving emergency response times.

Since launching 3-1-1 in October 1996, Baltimore, Maryland has reported a 67% reduction in 9-1-1 call answer time, a 69% reduction in abandoned 9-1-1 calls and an 82% reduction in the number of 9-1-1 calls answered by a recording.

Arguably OPD's current non-emergency number (777-3333) is just as easy to remember. However, when 3-1-1 is implemented statewide, customers will recognize the number across boundary lines. Expectations of 3-1-1 will be consistent throughout regional jurisdictions.

Expanding the OAC to a 24/7 call center will alleviate a portion of unnecessary, non-emergency calls that are placed each year to 9-1-1 and negatively impact the efficiency of call handling during actual emergencies.

The new OAC, rather than OFD Dispatch, can receive after-hours calls that are forwarded by Public Works and Parks and Recreation. Additionally, during disaster recovery periods following the initial emergency phase (e.g. following a severe winter storm season, etc.), the new OAC can act as a central call point for resident and business inquiries concerning obtaining sandbags or other available city/county/state/federal resources.

Calls coming into 9-1-1 that are not OPD related are usually forwarded to the OFD dispatchers and, typically, one of the following occurs after the OFD dispatcher obtains more information:

- OFD will respond; or
- OFD Dispatch requests a Code 2 response (medical response) by AMR the ambulance provider; or
- There will be no emergency response.

OFD reports "frequent flyer callers," customers who repeatedly call 9-1-1 but do not require Police or Fire assistance. The new OAC could manage these non-emergency calls by referring the frequent flyer person to the appropriate social services agency or agencies.

Expanding the OAC to a 24/7 call center will alleviate a portion of unnecessary, non-emergency calls that are placed each year to 9-1-1...

Customers' Experiences Accessing City Services

Across the nation, customers prefer the "personal touch" of a live operator to an automated system...

Recent surveys conducted in urban centers throughout the United States show that most constituents report frustration with local government customer service operations. Front line employees, the first point of contact to city customers, echo these frustrations. Customer service complaints generally fall into five categories: ease of use, timeliness, service, accessibility and accountability.

Ease of use – Without question, the most frequently repeated message from constituents is that they often have trouble figuring out whom to contact when they have a question, complaint or request. For instance, the City of Los Angeles found that *fully one-half of all calls to the city are transferred two or more times before the caller receives an answer or submits request.*

Timeliness - Customers feel it takes too long to reach someone and to receive follow-up once a request is made. For example, callers to the Los Angeles Bureau of Sanitation wait an average of four minutes before they reach a call taker and ten percent of calls are abandoned before an operator answers.

Service – Across the board, customers prefer the “personal touch” of a live operator to an automated system with too many options and no way to quickly find the right one. In fact, when discussing tradeoffs, a number of constituents said they would be willing to tolerate a long hold time if they could then talk to a pleasant live operator who could provide the right information or process a request.

Accessibility - Customers and employees believe that access to city services should be available to all residents all of the time. Negative experiences with limited call center hours and insufficient language capabilities were mentioned frequently.

Accountability – Across the nation, city customers expect to be given accurate information about when their service request will be fulfilled. They also expect to be able to track that request until it is fulfilled. As companies like FedEx have discovered, providing tracking capabilities to allow customers to check on the status of a service is a valuable tool to demonstrate accountability to ones' customers.

3.3.1B Overview of Research Findings

Current City Technologies

City Directories. Currently, City customers rely on the “Blue Pages,” 4-1-1, and other city directories to determine what number to call for non-emergency service, or they simply walk in for service. In October 2002, the new CITYLINE will be launched using Tele-Works, Inc. technology.

The new CITYLINE is an automated information system, with fax on demand capability that will answer customers' most frequently asked questions about City services, some county services, and other information useful to Oakland residents. The new CITYLINE is not meant to replace person-to-person contact but to provide easy and convenient access to information 24 hours a day, 7 days a week. The system works with touch-tone telephones only. To use the system, callers simply enter the four-digit code that corresponds to the message title they would like to hear. Printed brochures listing the CITYLINE message codes will be available at any city office or facility and on the City website. CITYLINE will be available in English, Cantonese, Mandarin, Spanish and Vietnamese.

Emergency Services Technologies. The OPD operates a seven-digit non-emergency line (777-3333) and routes fire-related non-emergencies directly to the Oakland Fire Department (OFD). OFD also operates a seven digit non-emergency line (444-3322) in which the majority of its non-emergency fire-related calls are received.

The OPD and OFD 9-1-1 technology project currently underway will replace the existing Public Safety management system, which is obsolete. The Printrak Company, a subsidiary of Motorola, is working with OPD, OFD and the Office of Information Technology (OIT) to design and implement the new Public Safety management system. The Printrak system's primary functions are to provide recommendations for deploying resources when responding to emergencies, track incident data by caller, generate OPD/OFD management reports and incorporate a Jail management system. The Printrak project does not directly address 9-1-1 high call volumes and call handling issues—these challenges problems to be resolved.

Customer Response Technology Survey Findings. Team 8C conducted a Customer Response Technology Survey of all City Departments (and Divisions) to determine how many staff are devoted to receiving external customer service requests, what technologies Departments use to track requests and how Departments use the customer service data they collect.

The key survey results are as follows:

There is no central database used by all City Departments to track external customer service requests and less than 50% of departments use a computer database for tracking purposes. Many City

Departments use only word-processing, e-mail and/or paper files. The Office of Parks and Recreation recently implemented the RecWare customer service database system. CEDA Building and Planning is in the RFP stage of procuring new permit tracking system technology but few other Departments use up-to-date technology for tracking purposes.

OPD and OFD have appreciable numbers of staff dedicated to receiving and dispatching emergency service calls. The 9-1-1/OPD non-emergency dispatch center has 92 staff and OFD dispatch has 21 staff. OFD dispatch reports that it is becoming 'structurally understaffed' as the 9-1-1 call volume increases due to mobile phone use. The Emergency Operation Center (EOC) is designed to handle a phone bank of 10 lines during an emergency event. Trained operators answer calls on a special number advertised through the Emergency Alert System but the EOC has no dedicated staff.

The OAC has one manager and seven customer service agents. A number of other city departments report having staff that receive and route customer calls but, in most cases, that staff has other clerical or administrative duties and/or provides direct customer services. We believe, however, that up to 12 staff positions could be transferred from city departments, other than OPD and OFD, to a central call center.

State of California Requirements

AB 669 (Hertzberg) authorizes local public agencies to establish a 3-1-1 non-emergency telephone system as follows:

- Allows each county, city, and joint powers authority (JPA), which operates a public safety answering point to establish a 3-1-1 non-emergency system.
- Specifies that a non-emergency system is a system structured to provide access to public safety agencies and to all other services provided by a local public agency.
- Allows the Telecommunications Division within the State Department of General Services to aid local public agencies in the formulation of concepts, methods and procedures that will improve the operation of systems and to increase cooperation among public agencies for purposes of developing a 3-1-1 non-emergency system.

Unlike similar bills that have been vetoed, AB 669 does not contain a surcharge provision and makes the development of a 3-1-1 non-emergency system permissive for local agencies.

3-1-1 History and Other Cities

In 1996, President Clinton challenged the Department of Justice (DOJ) to relieve 9-1-1 systems of congestion due to unnecessary calls. The Federal Communication Commission (FCC) established the abbreviated telephone number 3-1-1 for non-emergency local government services. About a dozen U.S. cities have implemented 3-1-1, including: Baltimore, MD; Dallas, TX; San Jose, CA; Chicago, IL; San Antonio, TX; Hampton, VA; and Bethel, AK.

In order to respond to the increasing demand for quality customer service, cities across the nation are implementing 3-1-1 (one point of service) customer call centers. 3-1-1 is an easy-to-use, easy-to-remember phone number to call for information or request a service from any government agency. Instead of leafing through the "Blue Pages" or navigating complex automated menus, citizens need only dial 3-1-1 to be promptly served or referred to the agency that can best serve their needs.

Successful 3-1-1 for all city services systems, such as the Chicago and Dallas models, require extensive planning, including an across the board revision of business practices...

Successful 3-1-1 for all city services systems, such as the Chicago and Dallas models, require extensive planning, including an across the board revision of business practices and development of a training academy for customer service agents. Moreover, establishing a central call center and installing a

citywide customer response system database are essential steps to reducing 9-1-1 call volume and improving the performance of all city services.

Figure 3: 3-1-1 Other Cities Comparison

	Los Angeles	Chicago	Dallas	San Jose	Baltimore	Oakland
Cost	\$22.0 mil	\$4.5 mil	\$4.5 mil	N/A	\$3.0 mil*	\$4.1 mil
Population	3.7 mil	2.9 mil	1.2 mil	909K	600K	400K
No. of Users	N/A	4,000	340	29	800	200
No. of Districts/Wards	15	50	14	10	6	8
No. of Departments	52	42	37	29	14	23
No. of City Employees	46,918	40,000	13,000	7,465	16,000	5,000
3-1-1 for Police Non-Emergency Only				X	X	
9-1-1 Center takes 3-1-1 calls			X	X	X	
Mayor's Office takes 3-1-1 calls	X	X				X
Call Center 24/7/365	X	X	X	X	X	X
Back up to 9-1-1	X	X	X	X	X	X
No. of Operators	180	70	100	29	6	32
No. of Calls per Year	4.0 mil	2.7 mil	1.0 mil	282K	598K	500K
No. City Services Requests per Year	N/A	678K	404K	N/A	0	N/A
No. Police Non-Emergency Req. per Yr.	N/A	490K	591K	278K	300K	320K
Track Service Requests	X	X	X		X	X
GIS/Mapping	X	X	X		X	X
Software Vendor	N/A	Motorola	Motorola	Motorola	Motorola	N/A

*Before 3-1-1 call center costs (expansion to all city services system)

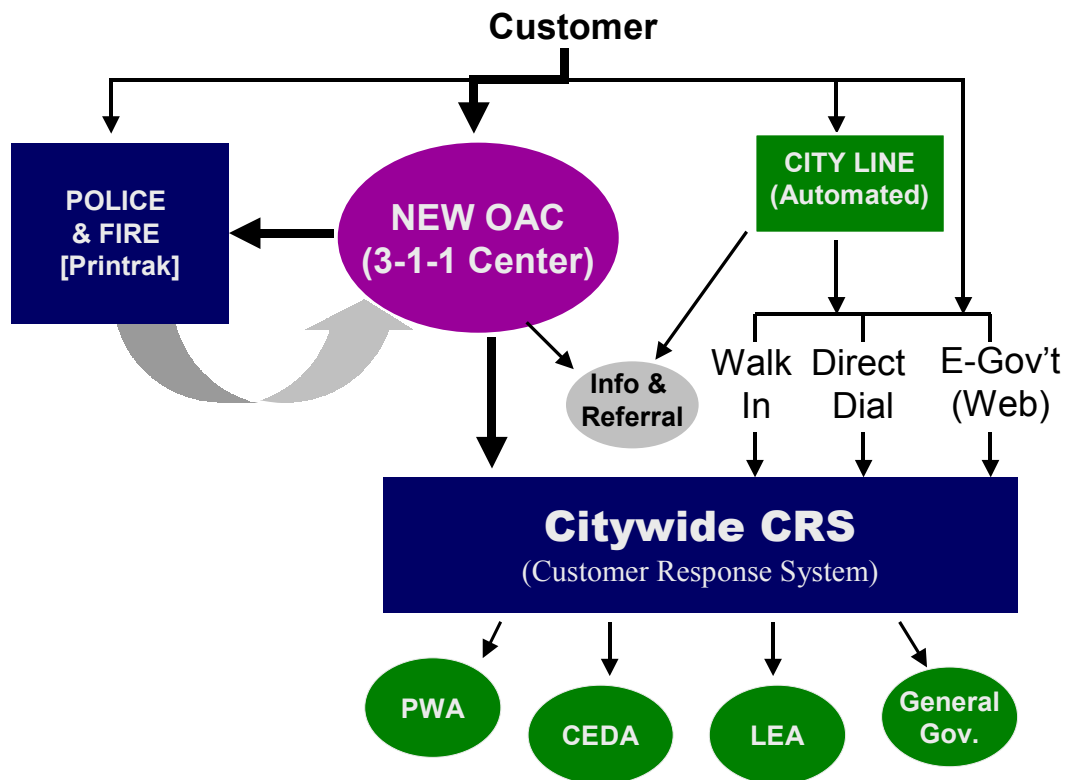
3.3.2 Recommendation

3.3.2A Recommendation Details

Request Flow with the 3-1-1 Non-Emergency Customer Response System

Customers will be encouraged to use 3-1-1 for all non-emergency calls. Customers may opt, however, to use e-government, direct dial, or walk-in to request service. The OAC call center will answer 90% of 3-1-1 calls within 10 seconds and will triage all 3-1-1 calls. 3-1-1 triage is the process of routing 3-1-1 calls to OPD, OFD, or to OAC customer service agents. 9-1-1 will off-load non-emergency calls that are not police matters to the OAC. Public safety non-emergency requests will be logged, dispatched and tracked by OPD and OFD using the upcoming Printrak system. All other non-emergency requests will be inputted, routed and tracked using the new central Customer Response System (CRS) database.

Figure 4: Request Flow with 3-1-1



3-1-1 Telephony

The 3-1-1 telephone system will be dynamic and allow for routing of calls to centralized or decentralized locations. This ability will allow the City to route calls to other locations as needed. During earthquake emergency or other crisis, the City can establish alternative call centers and route calls to many locations. This ability includes the capability to partition the City into geographic areas and route calls to call centers in each of them.

Many jurisdictions have found that the local telephone provider cannot route calls to multiple locations based on geographic areas from which the calls originated. In these cases, third party providers are able to supply the technology that allows geographically-based call routing.

The City will work with several partners to build telephony for 3-1-1 Non-Emergency Customer Response System, which may include Cisco, Oracle, Motorola, and Pacific Bell. The system will combine statistical databases, call routing and telephony pieces, digital voice recording, and communications software for the hearing impaired.

Expanding the Oaklanders Assistance Center

In addition to providing customers with a single, easy-to-remember number, the expanded OAC call center allows for consistent standards for answering 3-1-1 calls, work times, and process flow. It permits easier management oversight and control of personnel and service delivery. The OAC will incorporate the best practices of call centers:

- Upgrade and expand existing Centrex telephone systems.
- Install computer-telephone integration to show caller profile and history. Voice Over Internet Protocol (VOIP) is one such technology available today.

- Install electronic wall-signs to display current events.
- Record all calls from customers.
- Install workforce management software to calculate and forecast call center staffing requirements.
- Develop a database of "Frequently Asked Questions."
- Install software to track service requests, log activity, and automatically generate reports.
- Automate mail of common publications, forms and correspondence.
- Randomly select call samples to measure citizen satisfaction.
- Train, test and certify call-takers with the curriculum developed by the Implementation Team.
- Employ sufficient staff to answer 90% of calls within 10 seconds.
- Move call center into a larger city facility and establish satellite offices in key neighborhoods.
- Call takers must be able to provide information and services to the public in non-English languages as required by the City's Equal Access Ordinance (#12324). Call takers must be able to recognize and respond to calls from persons using telecommunications devices for the Deaf in compliance with the Americans with Disabilities Act of 1990.

The development of the OAC into a 3-1-1 call center will be done in stages. The OAC currently employs 8 staff that receives about 32,500 telephone calls each year. Subjects range from current events to all aspects of local government. The employees also respond to faxes, mail, e-mail and customers who walk in the office (another 3,850 responses). The office is open 8:30 a.m. to 5:00 p.m. on weekdays. OAC staff direct callers to the correct City department to initiate service, using an internally developed database. They act as the constituent services arm of the Mayor's Office, providing assistance with neighborhood issues and problems. While some OAC activities would be the basis of the call center work, many activities require OAC staff to be unavailable for phone answering, such as attending meetings, visiting problem sites, researching problems, and overseeing the resolution of problems.

The OAC staff will take on the challenge of answering 3-1-1 lines twenty-four hours a day, seven days a week. As the project develops in the pilot period and more phone calls are made to 3-1-1, other Departments will receive fewer calls. Staff must be added and/or transferred from other Departments to the OAC call center. Due to the expected OAC call volume expanding to 500,000 calls in the third year of implementation, and of 24/7 availability, call center staff would need to increase to at least 32.

Customer Response System (CRS)

Presently, the City of Oakland has multiple databases, which are not linked or shared by other departments and agencies. Some departments have logged service requests into data repositories that have taken various forms from Word documents, spreadsheets, systems applications (i.e., Permit Tracking, Code Compliance, ConTrack), and individual databases (i.e., Macintosh, Microsoft SQL, Access, DBASE). The result has been an overlap of services, wasted staff time, and delays in service request resolution.

The proposed Customer Response System (CRS) will help streamline the collection of service request information and allow all departments to share this data. This will reduce the amount of time necessary to deploy services where urgently needed and allows multiple departments to coordinate services (i.e.; street lighting, stop sign repair, weed abatement, dead dog pick up, abandoned car).

CRS allows customers and employees to place service requests from any location. Through Web access, customers can enter and monitor their requests. The database is built with scripts that provide call takers with answers to most of the frequently asked questions (FAQs) and has generic information to allow most of the calls to be immediately handled and closed.

Key CRS Attributes:

- **Customer Access** - Provides an unprecedented capability for customers to access city services and information through the mechanism of their choice.
- **Service Provider Collaboration** – Coordinates all departments and jurisdictions that respond to service requests.
- **Drives Operations to Resolution** - Manages the intake, work breakdown, routing and resolution of service requests.
- **Measures Performance / Provides Accountability** – Can be a tool used by government officials, county/city and department management to assess service request activity (historical, real time and predictive) and to plan resource allocation.
- **Integration of Disparate Data Sources** – Includes software for third party systems integration and interfaces
- **Intelligence Everywhere** - Puts the right information in the right hands at the right time. Customers, employees, and service providers may be connected through mobile, wireless communications, applications, and devices (PDAs, 2way, cell, etc).

CRS Technical Strategy. Requests for service and information will be received not only at the OAC, but also throughout the various service provider areas in the City. The CRS will provide a single repository for the data collected at multiple points throughout the City. The CRS will provide information to departmental operations and service personnel and would receive information back when requests are completed.

Technically, the CRS would be built on a similar foundation as the OPD and OFD 9-1-1 Systems using Oracle and SQL. Interfaces would be created to departmental applications during the service implementation phase. These interfaces would provide the means of communication between the various applications. Additionally, links would also be created to the citywide Geographical Information System (GIS) database. This GIS link allows for better information management and performance reporting.

The technical strategy to be followed for the implementation of CRS for Oakland involves several steps. The approach is designed to provide a controlled step-by-step installation of what will be a culture change for Oakland. Across the City there are multiple databases, some of which are computerized and others that are only on paper. These databases are not linked or shared by other departments and agencies. When the proposed CRS is completed, the collection of service request information will be streamlined and allow departments to share data. This will reduce the amount of time needed to deploy services where urgently needed and allow multiple departments to coordinate services across the City.

The CRS Process. The CRS process for the City of Oakland considers three major components, which allows open communications between the customers and government. In our review of major systems, the components consist of the following:

Intake Process

- Service requests are made externally from mail, fax, phone calls, walk-ins or the Internet.
- Service requests are received internally from elected officials, City departments/agencies, and City staff.

CRS System Processing

- Service requests are entered into the system for identification, tracking number, time stamp, type of service/request, location, contact numbers, and responsible organization/individual.
- Service requests are updated with current/historical status which will provide accountability and performance metrics.
- Service requests are updated in real time to provide an enterprise view of performance across all departments.

- Service requests are routed to proper departments to allow proper coordination and reduction of duplication.
- CRS will provide a historical database of information for the City to plan its future strategic and budgeting requirements.

Resolution Process

- CRS provides the information for work crews to respond and resolve service requests through printed work orders, pagers, wireless devices and faxes.
- CRS provides statistical and management reports to allow decision makers to deploy resources for maximum results.

Review of Business Practices. The City's current business practices will have to change in order for CRS to be a success. Other cities such as Chicago, Baltimore, Dallas, and Houston, which have successfully deployed CRS, examined their current business practices and analyzed ways to improve level of service. The changes presented many challenges for other cities' management, staff and its customers. However, the inherent benefits to community are well represented in surveys and in the press.

Services will be integrated into CRS one at a time, to control implementation and minimize mistakes. Each step in the process of including another service in the CRS database requires business process reviews (BPR). This major critical analysis work will allow the City to examine its current business practices, focus on how to improve services, and establish meaningful performance measures. In addition, the BPR process will support and define how the future CRS will support service requests from intake to resolution.

Service area personnel will define their unique and individual needs. These needs will form the basis for business rules used to implement the service. Service area management will define the management reporting requirements that will be implemented. In this very deliberate step-by-step process, all city services will be studied.

E-Government. As our customers become savvier with technology, the CRS will be able to incorporate the community's requests for services thorough the Internet. Customers can make service requests directly, receive e-mail confirmation and check status of resolution. The system is designed to not only notify and deploy city staff where services are needed, but also to inform the community of government activity that directly affects the safety and quality of life.

Training. Internal training and education is key to the success of the 3-1-1 System. OAC customer service staff must be trained in taking service requests for all city services, conducting 3-1-1 call triage, and resolving complex customer issues and complaints. OAC will conduct a training academy program for new 3-1-1 customer service agents and agents will receive ongoing training and regular updates as city services expand and change.

All City staff that uses the CRS computer database system will need training and technical support. The CRS request for proposal should include training for 200 end users. OIT and Citywide Training can coordinate CRS training and technical support.

Marketing. Implementation of 3-1-1 must be communicated to City customers, and strategic marketing campaigns will be led prior to the 3-1-1 System pilot study and prior to opening the OAC for 24/7 customer service. Marketing for the 3-1-1 System will be coordinated with OPD Communications. It will be critical to help customers distinguish between "emergency" and "urgent" needs if 3-1-1 is to successfully off-load non-emergency calls from 9-1-1 and 777-3333.

3.3.2B Anticipated Benefits

The team reviewed reports from several cities, such as Chicago, Dallas, San Jose and Baltimore, and determined that the major benefits fall into one of two major categories— improved performance or financial impact.

Improved performance

Increased Customer Satisfaction. Highly trained service agents will staff the OAC call center and callers will enjoy easy and consistent access to customer service any time of the day or night.

Increased Accountability. Departments are able to automatically and accurately monitor the activity of their staff and compare that to established performance measures.

Improved Resource Allocation. Cities report dramatic increases in Departmental efficiency. For instance, Baltimore reduced the number of duplicate complaints and nearly eliminated the invalid requests that occur when a crew arrives at a site only to discover that a valid complaint does not exist. The City of Chicago Sewer department reports an 83% improvement in response time for complaints and a complete turn-around in preventative maintenance. They have gone from complaint-driven system to the ability to clean every catch basin on a three-year rotation.

Financial Impact

We are unable to quantify the potential savings to the City as this time due to a lack of financial data that tracks costs per service request. However, cities that implemented 3-1-1 CRS systems categorically report significant and rapid return on investment. For instance, during the first 12 months of CRS operations, Baltimore was able to save \$361,000 in overtime costs in their Solid Waste Department while generating an additional \$175,000 in revenue from citations for illegal dumping.

3.3.2C Who Should Implement?

In order to plan and manage all aspects of this complex initiative, the Mayor and City Council should appoint a 3-1-1 Implementation Team and Advisory Board within the City Manager's Office.

The team's goals will be as follows:

- *Expand the OAC to a 24/7/365 Call Center*
- *Reduce non-emergency calls to 9-1-1, Police, and Fire*
- *Standardize call-taking operations across City Departments*
- *Foster neighborhood oriented government*
- *Enhance access to City services*
- *Improve Departmental efficiency*

The 3-1-1 Implementation Team

1. Project Manager (Team Lead)
2. Business Analyst
3. Administrative Assistant
4. Team Leader
5. OIT Staff
6. OAC Manager
7. OPD Communications Chief
8. OFD Communications Chief
9. OES Manager
10. Vendor Representatives

Advisory Board Representatives. AHHS, CEDA, City Council, Commissions, Council, CMO, Cultural Arts, Equal Access, Library, Mayor, Museum, OAC Manager (Director), OES, OFD, OIT, OPD, OPR, Public (Customers), PWA, Web Team

3.3.2D City Council Action Needed

1. Approve the 3-1-1 Non-Emergency Customer Response System concept contained herein;
2. Approve the use of General Funds money for 3-1-1 implementation in FY 2003-05 and/or amend upcoming public safety measure to include the 3-1-1 System;

3. Approve contracts with consultants and vendors;
4. Review and approve performance criteria for city services; and
5. Quarterly review of 3-1-1 Project during implementation phase.

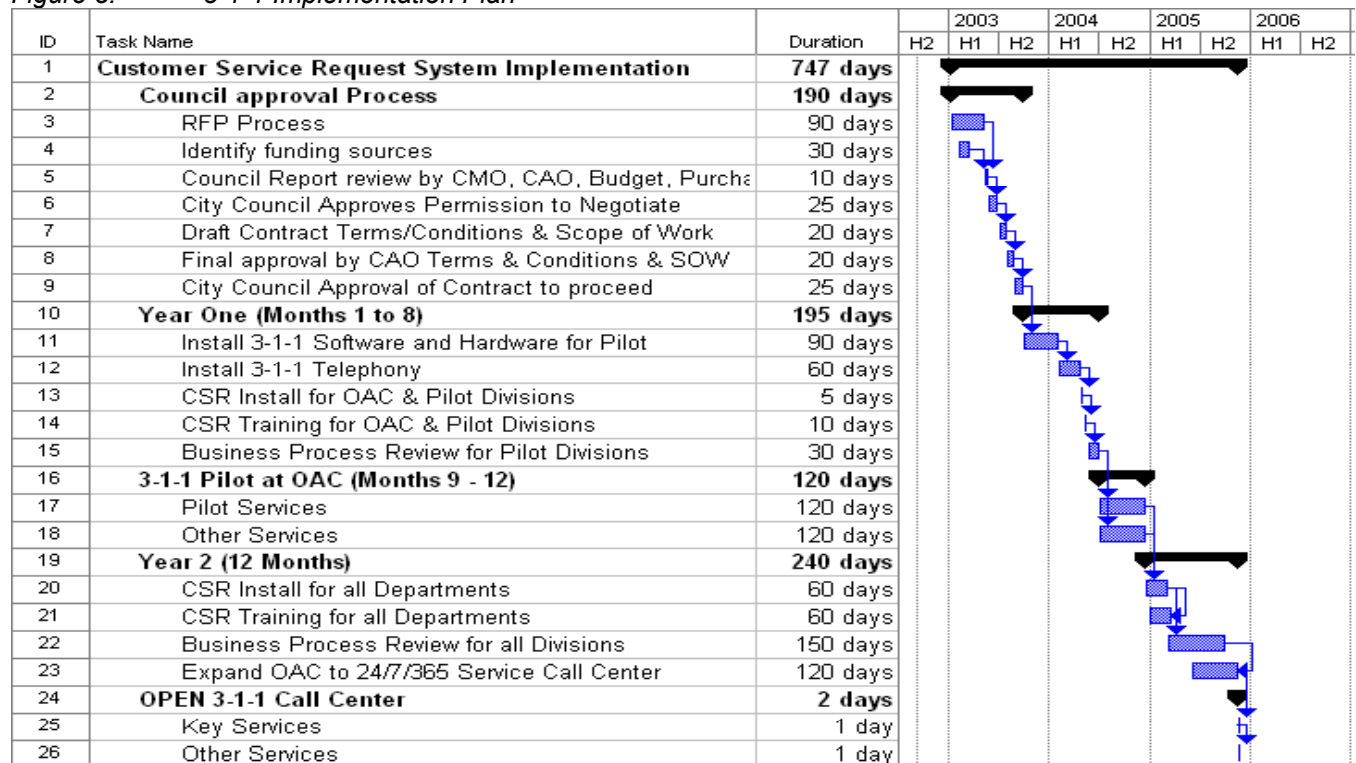
3.3.3 Implementation Plan

3.3.3A Implementation Steps and Timeline

Following contract approval, 3-1-1 implementation will be phased as follows:

- Phase 1 – Covers the first eight months and includes the work necessary to set up 3-1-1/CRS telephone and computer hardware/software, install the CRS database, and train the OAC and pilot division(s) staff. Business process reviews will be conducted to provide a complete understanding of how selected services are provided and tracked.
- Phase 2 – Covers months 9 through 12 and encompasses the pilot project and providing the results of the pilot project in a report to the City Council.
- Phase 3 – Covers months 13 to 24 and includes the business process analysis work necessary to study all remaining city services and to include these services in the CRS database. This phase includes the installation of software on Department computers and installation of equipment necessary to expand the OAC to 24/7 operations. This phase also includes installation of additional computer hardware and software necessary to support the citywide expansion of the CRS system. This phase does not include replacing personal computers in departments.
- Phase 4 – Starts at month 25 and covers the activation of 24/7 call center. This deployment will also backup both Police 9-1-1 and Fire 9-1-1 systems.

Figure 5: 3-1-1 Implementation Plan



3.3.3B Investments NeededPreliminary Cost Estimate

Figure 6: 3-1-1 Implementation Cost Summary

	Year 1	Year 2	Year 3
OAC Modifications*	\$ 3,900	\$ 246,800	\$ 634,750
Implementation			
Project Administration	281,003	360,775	225,507
Training	31,000	99,500	30,500
Marketing	11,000	162,525	105,923
3-1-1 Telephony	250,000	37,500	37,500
CRS License & Maintenance	385,000	39,000	51,000
Mobile equipment	17,250	155,250	20,250
OIT Hardware	327,326	562,640	57,750
Total Costs per Year	\$ 1,306,479	\$ 1,663,990	\$ 1,163,180
TOTAL START UP COSTS	\$ 4,133,649		

*It is expected that 12 of 24 new OAC positions will be transfers from other Departments.

Possible Funding Sources 3-1-1

Federal. In July 2002, Congress gave final approval to fiscal year 2002 supplemental appropriations with \$6.7 billion directed to homeland security initiatives. The \$28.9 billion spending bill (H.R. 4775) is more than \$5 billion above the President's request. Of the \$6.7 billion allocated toward homeland security, several programs are funded to assist local governments and first responders in disaster preparedness activities and prevention. Funding will likely be available through the forthcoming US Department of Homeland Security. The Bush Administration's Homeland Security Act, if passed by Congress, would create this new department. More information regarding the proposed new department and the legislation is available at: <http://www.whitehouse.gov/deptofhomeland/>

Other federal agencies, such as the Department of Justice (DOJ) and Department of Education are possible funding sources for 3-1-1. For example, Baltimore received a \$350,000 COPS MORE grant from DOJ Community Oriented Policing Services for implementation of its Non-Emergency Telephone Number Project. For more information go to: <http://www.usdoj.gov/cops/gpa/default.htm>

State. In future budget years, California may enact legislation allowing local entities to pay for 3-1-1 systems by imposing a surcharge (of up to 0.25% of a customer's phone bill) on intrastate telephone calls for customers within the jurisdiction of the entity, to be administered by the State Board of Equalization. This provision was included in AB 669 (Hertzberg) prior to amendment on August 27, 2002.

Local. Oakland Mayor Jerry Brown is placing a measure on the November 2002 ballot requesting taxpayers to approve a public safety utility tax. These tax revenues will be used for adding 100 officers to OPD. The City may choose to expand the public safety measure to include funding for the 3-1-1 System.

For example, the City of Chicago funds its 3-1-1 system through emergency communications taxes, including a \$1.25 local phone bill surcharge.

Corporate/Private. Funding for local 3-1-1 non-emergency telephone systems may be available from corporations and private foundations. For example, ESRI — one of the leading companies in the geographic information system field — has set up a \$2.3 million grant program to jump-start GIS initiatives in small cities and help set up crisis centers for local government agencies. The application deadline is November 1, 2002. For information on how to apply, go to www.esri.com/govgrants.

Cost Savings Return. It is very likely that this 3-1-1 System, if fully and carefully implemented, will result in cost savings for a number of city departments. For example, Baltimore reported a savings of \$361,000 in overtime costs during the first twelve-month period of using CRS.

General Funds. Some cities, such as Dallas, determine their 3-1-1 budgets by the percentage of incoming 3-1-1 calls. The different Dallas departments are then billed a percentage of that amount based upon the percentage of calls that generated a referral.

3.3.3C Plan to address potential issues/opposition

Our preliminary research shows that, at first, stakeholder reactions to 3-1-1 will range from supportive to resistant. Supporters of the 3-1-1 Non-Emergency Customer Response System will initially include the Mayor, City Council, City Manager and others who are already well informed about the state and nationwide trend toward 3-1-1 non-emergency systems and who understand the potential of 3-1-1 to improve overall city performance. Customers will support 3-1-1 if it does not cost much but will resist 3-1-1 if it seems to take funding away from direct services, especially emergency, recreation, and street services.

OPD and OFD are knowledgeable about 3-1-1 and understand its potential benefit to the City but will be reluctant to embrace 3-1-1 as the number for all non-emergency calls (police, fire and all other services). Resistance to 3-1-1 will come from agencies and departments that will, at first, view the 3-1-1 System as yet another layer of bureaucracy or, worse yet, a loss of their control. Staff and unions will oppose aspects of 3-1-1 that require expanded job descriptions but will support the creation of new positions.

Figure 7: *Stakeholder Uninformed Positions*

Stakeholder	Champion	Supporter	Neutral	Resist
Customer		X		
City Officials		X		
OPD/OFD			X	
Departments				X
Unions/Staff				X

We suggest five ways to address potential stakeholder issues and opposition:

1. Conduct a series of town hall meetings with customers to educate them about the 3-1-1 System and determine how 3-1-1 can best meet their needs.
2. Pilot the 3-1-1 System to show how it can improve service delivery while reducing departmental costs. Select departments for piloting the 3-1-1 System that will likely realize great improvement and make public those improvements.

3. Conduct internal trainings and educational campaigns to ensure that all city associates are fully informed about the 3-1-1 System and that all key customer service delivery staff participate in the development of the 3-1-1 System.
4. Develop a strategic marketing program aimed at educating the public about the 3-1-1 System.
5. Collaborate with OPD and OFD, ensuring that all public safety laws and regulations governing 9-1-1 and 3-1-1 systems are addressed and that 3-1-1 is designed to best alleviate the load on 9-1-1 and accommodate police and fire non-emergency dispatch.

Figure 8: Stakeholders Informed Positions

Stakeholder	Champion	Supporter	Neutral	Resist
Customer	X			
City Officials	X			
OPD/OFD		X		
Departments			X	
Unions/Staff			X	

Sources

3-1-1 For Non-Emergency Fact Sheet, US Department of Justice, Office of Community Oriented Policing Services, 2001.

3-1-1 makes 9-1-1 calls work better, San Jose says, by Jessie Seyfer, San Jose Mercury News, September 8, 2002.

3-1-1/E-Government Project for the City of Los Angeles, PricewaterhouseCoopers (PwC), 2000.
City of Baltimore, Maryland, Official Web Page.

City of Houston, Texas, Official Web Page.

Dallas 3-1-1 Calls Handled On the Move, by Jim McKay, Governing Magazine, August 2002.

Improving Performance While Living Within Our Means, The Public Strategies Group, Inc., 2002.

Improving the Delivery of City Services Conference: Chicago's 311 Customer Service Request System, May 15-17, 2002, Chicago IL.

Pros and Cons of 3-1-1 and the City's Existing Seven Digit Non-Emergency Number, Oakland Police Department, May 1998.

The 3-1-1 White Paper, City of Houston Texas, April 2002.

Wherefore 3-1-1? A Strategic Plan for A Non-Emergency Telecommunications System, The California Model, by Christine A. Wilson.