

DEPARTMENT OF PUBLIC SAFETY COMMUNICATIONS

REDACTED – NOT FOI EXEMPT

EXECUTIVE SUMMARY

The Strategic Plan for the **Department of Public Safety Communications** has been developed to provide specificity at the department level to the Portfolio of Internal and External Affairs Strategic Plan for the Period 2013 to 2017.

The Strategic Plan's purpose is to provide guidance to the Department's Management and Supervisory staff regarding decision making and resource allocation over the planning period. Furthermore, it is to provide a level of comfort to the Portfolio of Internal and External Affairs and to the public that strategic action planning is in place within the Department and that decision making and resource allocation is in concert with the Portfolio's Strategic Plan and ultimately, the Government's Strategic Plan.

The responsibility for implementation of actions that are defined in this Plan rests with the Head of Department -- the Director of Public Safety Communications. It is not the responsibility of the Portfolio to implement action on the goals (or subsequently determined, the objectives and tasks) contained in this document, however, there will be the need to request financial or human resources support from the Portfolio for the Department's Vision to be successful.

This Strategic Plan is the culmination of an on-going process of defining and re-defining the Department's future. All Department Management and Supervisory personnel have been involved in the process of developing this Plan through meetings and email.

A strategic analysis process was conducted in January 2011 using the SWOT methodology (Strengths – Weaknesses – Opportunities - Threats) which led to the creation of the Department's defined Vision, Mission Statement, Values, and Strategies.

In October 2012, Department staff were again invited to comment on the revised Strategic Plan.

MISSION, VISION & VALUES STATEMENT

The Department of Public Safety Communications has two distinct functions which require separate Mission Statements for each.

Mission – Cayman Islands Public Safety Communications Centre (CIPSCC)

Operate a public safety answering point (PSAP) and dispatch centre on a 24/7/365 basis to support emergency services response (primarily Law Enforcement and Emergency Medical Services) in the Cayman Islands.

CIPSCC is responsible for the answering of emergency and non-emergency requests for assistance from the public, prioritisation and dispatch of the closest, most appropriate first responders; provision of life-saving, pre-arrival instructions to callers with the intent of minimising the impact of their emergency situation; and to maintain oversight of the safety of public safety personnel.

Mission – Cayman Islands Electronic Monitoring Centre (CIEMC)

Maintain a central point from which the monitoring of electronically-tagged offenders and other deployed technologies can be coordinated with the intent of collecting evidence, preventing crime and enhancing border control of the Cayman Islands.

CIEMC is responsible for 1) the National CCTV Programme; and 2) the electronic offender monitoring provisions of the Alternative Sentencing Law and the provision of supervision options for the executive release of prisoners and those out on bail. Actions are based on the laws, regulations and the organisational needs of the Courts, Her Majesty's Prison Service, and the Royal Cayman Islands Police Service with an appropriate regard for human rights and privacy.

Vision

Provide the highest level of service possible which could be favorably compared with any public safety communications centre and electronic monitoring operation anywhere in the world.

Values Statement

The Values of the Department of Public Safety Communications are:

- Excellence (in the job that we perform)
- Professionalism (in the manner in which we interact with other human beings)
- Honesty (in our words and our actions)
- Respect (for those with whom we disagree or for those that choose to live differently than ourselves)
- Responsibility (to ensure that actions are proportional and that human rights are upheld)

- Fairness (in our choices and decision making)
- Patience (in dealing with unhurried processes outside our control)
- Tolerance (for diversity in ethnicities, cultures or beliefs that we encounter)
- Trust (in God, our leaders, our laws and each other)

ENVIRONMENTAL SCAN

The Department of Public Safety Communications is a department within the Portfolio of Internal and External Affairs. The Portfolio's leader is a Chief Officer who reports to the Deputy Governor. The Department is accountable to, as well as reliant on, the Portfolio in regards to financial and human resources in accordance with the Public Management and Finance Law (PMFL) and Public Service Management Law (PSML).

CIPSCC directly interfaces with the public via telephone and is responsible for the handling of the public's requests (i.e. "Calls For Service") in a professional and efficient manner by ensuring that first responder resources are dispatched swiftly and using approved protocols. In addition, CIPSCC is responsible to its primary User Agencies including the Health Services Authority's Emergency Medical Services (EMS) Department, Royal Cayman Islands Police Service (RCIPS), and Department of Immigration Enforcement Division not only for the proper, timely dispatch of Calls For Service but also for tracking resources, making command and support staff notifications, overseeing field unit's safety and wellbeing, and providing access to databases (e.g. vehicle registrations, drivers licences, warrants, etc.)

In contrast to CIPSCC, the Electronic Monitoring Centre (CIEMC) does not interface with the public in general but rather to individual persons who have been referred by one of its User Groups (which include, Courts-Alternative Sentencing; Courts-Bail; Police Bail; and Prison Executive Release). CIEMC has direct contact with representatives of these User Groups which includes Court administrators and marshals, RCIPS and Her Majesty's Prison command staff, and probation and parole officers within the Department of Community Rehabilitation. Also, there is the responsibility for monitoring National CCTV Programme cameras and fulfilling requests for video images from RCIPS detectives.

CIPSCC provides service to the Cayman Islands using international standards as it relates to public safety communications. This includes use of a Universal Emergency Number, 9-1-1, and other technical standards set forth by the National Emergency Number Association (NENA) which is prevalent in Canada and the United States. Operations are conducted using certified training and protocols developed by the Association of Public-safety Communications Officials, International (APCO).

Response - The Department of Public Safety Communications is the focal point of response and is sometimes referred to as the "first of the first responders". CIPSCC processes emergency and non-emergency requests for law enforcement, Emergency Medical Services, Fire Services and Search and Rescue and then dispatches/notifies the appropriate personnel or agency of the pending Call For Service. CIPSCC telecommunications provide pre-arrival instructions to the public which can include such protocols as CPR and childbirth instructions, prior to a unit arriving at the location.

Investigations - CIPSCC records all incoming telephone calls and CIEMC monitors cameras belonging to the National CCTV Programme. Copies of audio recordings and video images are available and routinely requested by RCIPS personnel for assistance in the investigation of major crimes in accordance with the National CCTV Code of Practice and other associated policies. Video images are archived for 60 days in accordance with the CCTV Code of Practice. Audio recordings of 9-1-1 telephone calls and selected radio channels is kept indefinitely.

Border Security - CIPSCC provides officer safety oversight and processes requests for database searches for members of the Department of Immigration Enforcement officers.

Rehabilitation – CIEMC provides the Courts and Prison Services personnel with an electronic offender monitoring programme that has proven itself as a means of easing the transition back into society for those who have been incarcerated. In addition, the use of Electronic Monitoring as an alternative to incarceration will no doubt have a positive effect on the rehabilitation of individuals instead of carrying a dark cloud over their head for the rest of their lives that they once were imprisoned.

Crime Prevention – One of the benefits of the National CCTV Programme, of which video surveillance is provided by the CIEMC, is to act as a deterrent to crime.

Public Safety – CIPSCC and CIEMC both play a significant role in the overall public safety picture in the Cayman Islands. Dispatch, notification and/or coordination of resources during major law enforcement, Emergency Medical Services (EMS), fire and Search and Rescue (SAR) incidents is provided by CIPSCC. The Centre also plays an important role during manmade and natural disasters, including acting as the national warning point for the regional Tsunami Warning System.

PILLARS OF SERVICE

Departments	Customer Service	Public Relations	Response	Investigations	Border Security	Rehabilitation	Crime Prevention	Public Safety
Public Safety Communications			√	√	√	√	√	√

STRENGTHS, WEAKNESSES, OPPORTUNITIES & THREATS***Strengths***

Fully functioning physical facility recently expanded and remodeled
Dedicated management staff
Improving reputation for performance and accountability
Track record of very few complaints from the public or User Agencies
Strong support from Portfolio of Internal & External Affairs

Weaknesses

Continued turnover of telecommunicator posts
Two telecommunicator posts cut from budget leaving a staff compliment smaller than it has been since 2000
Inability to control overtime costs due to Extended Sick Leave demands
Reliance on technology with no dedicated support personnel
<redacted>
Inadequate quality assurance programme
Inability to locate wireless 9-1-1 callers
Unique job duties usually yield low success when training locally
Little to no training opportunities available locally

Opportunities

Mentoring of Caymanians which supports succession planning
Enhancement of the role of line supervisors
Increased communication and cooperation with RCIPS

Threats

Potential future downsizing of Government due to economic factors
Lack of incentives (e.g. pay for performance) to achieve excellence

GOALS & OBJECTIVES**➤ IMPROVE HUMAN CAPITAL**

- Stabilise telecommunicator staff by reducing turnover without sacrificing succession planning efforts
- Establish and maintain a relevant and effective comprehensive training program with emphasis on the processing and dispatch of critical incidents and improved opportunities for staff development within public safety communications

➤ IMPROVE EFFICIENCY AND PRODUCTIVITY

- Review the Emergency Medical Dispatch function, formalise the relationship with a Medical Director and implement a multi-discipline (law enforcement, Emergency Medical Services, and fire) call-taking and radio dispatching Quality Assurance component

- <redacted>

- <redacted>

➤ IMPROVE GOOD GOVERNANCE

- Review and revise Standard Operating Guidelines to ensure that future administrative processes and operational actions are deliberate, systematic and consistent

➤ IMPROVE PUBLIC SAFETY AND SECURITY

- Determine, prioritise and implement initiatives to improve the Department, as well as public safety in general, within the Cayman Islands to include regular meetings with User Agencies/User Groups and support of a revitalised multi-discipline public safety first responder's council
- Implement Next Generation 9-1-1 (including SMS texting to 9-1-1) when the Next Generation 9-1-1 standard is complete and the technology is quasi-mature
- Promote and influence any future Government efforts to upgrade the 800 MHz. trunked radio system including the acquisition of a network-based logging recorder system and new console electronics
- Take advantage of opportunities to actively participate as a member of the wider community effort to reduce crime thru positive influences on children and young adults.

➤ IMPROVE CUSTOMER SERVICE

- Improve awareness of the Department's mission by promoting the Department's message to the public to use 9-1-1 to ***“SAVE A LIFE – REPORT A FIRE – STOP A CRIME***

SERVICE NEEDS & GAPS

1. Continued turnover of telecommunicator posts

Since the department was formed in 1996, the post of public safety telecommunicator has a history of unacceptable turnover which has impeded the ability of the department to excel.

<redacted>

The reasons for the turnover are not unique to this department but are an industry-wide problem which has been studied by the Association of Public-safety Communications, International (APCO) for over 20 years. The consistent theme of reasons range from low pay, inability to control workload (it can go from hours of idle time to multiple, simultaneous emergencies in a matter of seconds), employee burnout, poor physical working conditions and organisational stress. As it relates to CIPSCC, most of these areas have improved over the last four years and in December 2012 there were 13 persons who met the definition of a trained and qualified telecommunicator.

Unfortunately, this stability is fragile as eleven of the telecommunicators are non-Caymanians on employment contracts. There has been little success in hiring locals and training them to the point that they are qualified and strong in their posts. A review of turnover indicates that most leave for various reasons within a couple of years. <redacted>

Over the next few years, efforts will be made to ensure every opportunity for all of these Caymanians to achieve success and develop into potential leaders of the Department. Until the entire compliment of telecommunicators (17 posts) is restored and filled with qualified employees and has stabilised, it will be inadvisable to proceed with the non-renewal of foreign workers in these posts.

2. Inability to control overtime costs due to Extended Sick Leave demands

Over the past couple of years, there has been a dramatic increase in the amount of employees requesting and being approved for Extended Sick Leave. <redacted>

Due to the need for minimum staffing, these benefits have had a significant impact on overtime costs and can be a source of burnout on the part of the other employees who must work the extra hours to cover the shifts (see above) to ensure a minimum level of staffing.

Although there is little that can be done to alleviate this situation, awareness of the issue must be taken into account if there is any consideration given to future cutbacks in personnel.

3. Reliance on technology with no dedicated support personnel

The Department now relies on a Computer Aided Dispatch system, Electronic Offender Monitoring software, and the National CCTV Programme hardware and software. Over the coming months, additional technology is being implemented which consists of Automatic Vehicle Location, Mobile Data Computers in police vehicles and ambulances, and the ability to do database queries using a Message Switch. Applications to improve access to Department resources by public safety personnel are being considered for BlackBerry or iOS devices. All of these projects are multi-departmental in nature and involve interfaces between existing legacy systems. In addition, the Portfolio is responsible for the long-term planning and coordination of technology used by other departments under its remit.

All of these software programs and devices were not considered in previous strategic planning efforts. There was likewise no resources dedicated to the projects from a technical support perspective. Computer Services Department, the Office of Telecommunications, and Lands and Survey (GIS) have been tasked, and tasked time and time again, to provide services to the Department (and the Portfolio) for which they had no funding and few resources to provide.

The collateral duties by Department management staff to deal with technical issues when the specialists were unavailable has had a negative impact on the time available to perform necessary management duties.

There should be consideration given to hire a staff member for the Department who could be dedicated to providing technical Information Technology and System Administrator support which would allow for a more consistent approach to manage the Department's needs than to constantly refresh CSD personnel on system locations, uses, features, and access. With all of the new systems that have been installed and those that will be installed in the near-term, constant maintenance and support will be required in the future.

At minimum a group of dedicated IT resources should be identified from the existing resource pool at CSD to specialize on Department needs. Another option and although more expensive, ultimately preferable, is that new resources could be hired or transferred from the specialist agencies (CSD, OFTEL, Lands and Survey) who are dedicated to the Portfolio's technical support without the constant impact on the support needed by other portfolios and ministries.

<redacted>

4. Inadequate quality assurance programme

A quality assurance programme in the Public Safety Communications Centre does not currently exist. Although efforts in this regard were made in 2010, the resignation of the only certified Emergency Medical Dispatch Quality Assurance resource was unexpected and left the programme abandoned. Although to some degree, Communications Supervisors are responsible for this role, the fact that this requires hours of listening and reviewing random and targeted (such as CPR and childbirth calls) audio recordings is not compatible with the Supervisors' primary responsibility of answering telephone calls and dispatching over the radio.

A dedicated post, with proper training and certification, should be funded and a person hired to perform this vital role on at least a 20-hour per week basis. The Department has in place very specific protocols and procedures for the processing and dispatching of Calls For Service. Just like a law that is passed and not enforced by police, without a proper quality assurance programme there is no check and balance that employees are following those written protocols and procedures.

5. Inability to locate wireless callers to 9-1-1

The vast majority of 9-1-1 callers use a cellular phone. Most residents of the Cayman Islands rely on a cell phone and have chosen to do without a residential hard-wired landline phone. Cellular phones are becoming ubiquitous in the society and, unlike the landline phones, calls placed to 9-1-1 in the Cayman Islands during an emergency situation do not provide the Public Safety Communications Centre with the address or location of the caller.

In the United States, since the mid-1990s, cellular companies and public safety communications agencies have worked together, under the guise of the Federal Communications Commission, to install equipment and upgrade networks to provide wireless caller location. FCC Phase 1 allowed for the callback number of the cell phone, plus the location and antenna sector directional, to be transported to the telecommunicator with the audio portion of the 9-1-1 phone call. After additional equipment is installed in a communications centre and the network is further upgraded, FCC Phase 2 requires that a caller's location be made available down to 50 meters. Some cellular phone companies use the latitude and longitude determined thru the phone's embedded GPS receiver. Others use network-based technologies that measure the time it takes for the radio signal to arrive at multiple towers or they use computer modeling of signal strengths to meet Phase 2 requirements.

Consideration should be given to form a task force consisting of Portfolio and Department personnel, ICTA and the cellular companies (LIME and Digicel) to determine the best approach for the implementation of wireless 9-1-1 location technology and costs involved.

KEY STRATEGIES TO ACHIEVE GOALS

- Deliverance of effective public safety communications services in a rapid manner whilst maintaining accuracy and professional service.
- Awareness at all times of the “big picture” as it relates to workload activity prioritisation, resource deployment and the vigilant oversight of first responder safety.
- Empowerment of our employees to think “outside the box”, anticipate needs of others and be proactive to address those needs and to ensure timely notifications of impacted persons.
- Encourage involvement in department and community initiatives.
- Utilise already-developed industry standards as a benchmark for improvement.
- Acknowledge and recognise the achievements of others.
- Instill an environment of excellence in customer service.
- Provide service in a cost-effective and environmentally-considerate manner.
- Respect all governing laws and regulations especially as it relates to the new Constitution’s Bill of Rights.

KEY PERFORMANCE INDICATORS**1. IMPROVE HUMAN CAPITAL - Stabilise Telecommunicator Staff**

- a. METHOD-USE APCO PROJECT RETAINS (ANALYZE REASONS FOR TURNOVER)
- b. INDICATOR-REDUCED TURNOVER
- c. METHOD-TRACK OVERTIME COSTS ON MONTHLY BASIS
- d. INDICATOR-REDUCED OVERTIME SPENDING

2. IMPROVE HUMAN CAPITAL - Establish Effective Training Programme

- a. METHOD-TRACK DEPARTMENT STAFF IN-SERVICE TRAINING HOURS & TOPICS
- b. INDICATOR-INCREASED HOURS PER EMPLOYEE SPENT ON TRAINING
- c. METHOD-TRACK QUANTITY OF COMPLAINTS RECEIVED
- d. INDICATOR-IMPROVED CUSTOMER SERVICE
- e. METHOD-TRACK PROCESSING TIMES THRU CAD
- f. INDICATOR-DECREASED PROCESSING TIMES

3. IMPROVE EFFICIENCY AND PRODUCTIVITY – Implement Quality Assurance

- a. METHOD-TRACK PROCESSING TIMES THRU CAD AND EM SOFTWARE
- b. INDICATOR-DECREASED PROCESSING TIMES
- c. METHOD-TRACK QUANTITY OF COMPLAINTS RECEIVED
- d. INDICATOR-INCREASED PUBLIC CONFIDENCE

4. <redacted>**5. IMPROVE GOOD GOVERNANCE -Review Standard Operating Guidelines**

- a. METHOD-TRACK SOGS REVIEWED & REVISED
- b. INDICATOR-NUMBER OF SOGS REVISED
- c. METHOD-TRACK NEW SOG DEVELOPMENT
- d. INDICATOR-NUMBER OF NEW SOGS

6. IMPROVE PUBLIC SAFETY AND SECURITY - Implement Improvement Initiatives

- a. METHOD-DEVELOP SOGS AND PROVIDE TRAINING TO STAFF
- b. INDICATOR-SUBJECTIVE IMPROVEMENT IN HANDLING OF MULTI-DISCIPLINE CALLS FOR SERVICE

7. IMPROVE PUBLIC SAFETY AND SECURITY - Implement Next Generation 9-1-1

- a. METHOD-EVALUATION OF CASE STUDIES (OTHER AGENCY DEPLOYMENTS)
- b. INDICATOR-CABINET NOTE OR CABINET PAPER WHEN CASE STUDIES SUGGEST THAT TECHNOLOGY HAS MATURED TO THE POINT THAT RISK IS MINIMISED AND THERE WILL BE ASSURED VALUE FOR MONEY

8. IMPROVE PUBLIC SAFETY AND SECURITY - Promote Upgraded Radio System

- a. METHOD-GATHER EVIDENCE OF FAULTY PERFORMANCE
- b. INDICATOR-PORTFOLIO AND CABINET ARE AWARE OF NEED TO REPLACE TRUNKED RADIO SYSTEM AND CONSOLE ELECTRONICS

9. IMPROVE PUBLIC SAFETY AND SECURITY - Participate in Efforts to Reduce Crime

- a. METHOD-TRACK SIGNIFICANT SUCCESSES AS A RESULT OF NATIONAL CCTV PROGRAMME AND EFFORTS TO DECREASE CALL PROCESSING TIME
- b. INDICATOR-INCREASE IN DETECTION OF CRIME, NUMBER OF SUSPECTS APPREHENDED, EVIDENCE PROVIDED TO RCIPS AND SUCCESSFUL PROSECUTIONS WITH A CORRESPONDING DECREASE IN CALL FOR SERVICE PROCESSING TIMES AND OVERALL CRIME RATE
- c. METHOD-TRACK NUMBER OF PUBLIC PRESENTATIONS
- d. INDICATOR-INCREASE IN NUMBER OF PRESENTATIONS EACH YEAR

10. IMPROVE CUSTOMER SERVICE - Improve Awareness of the Department's Mission

- a. METHOD-TRACK NUMBER OF PUBLIC PRESENTATIONS AND A SURVEY OF PUBLIC'S KNOWLEDGE OF DEPARTMENT ACTIVITIES
- b. INDICATOR-REDUCTION IN ABANDONED 9-1-1 TELEPHONE CALLS