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New York State Next Generation 911 Governance Policy

DIVISION OF HOMELAND SECURITY AND EMERGENCY SERVICES,
OFFICE OF INTEROPERABLE AND EMERGENCY COMMUNICATIONS

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1 TABLE OF CONTENTS

1. Executive Summary 2
2. Introduction 4
3. Definitions 4
4. Scope and Purpose 6
5. Policymaking Bodies 7
   5.1 State Interoperable and Emergency Communication (SIEC) Board 7
   4.2 911 Advisory Committee 7
   4.3 Next Generation 911 Working Group 7
   4.4 GIS Working Group 7
   4.5 Operations Subcommittee 8
   4.6 Technical Subcommittee 8
5 Recommended PSAP Operations Policies/Procedures 8
7 Policies for Connecting PSAPs 9

1. Executive Summary

New York County Law Article 6-A establishes the State Interoperable and Emergency Communications Board (hereinafter the SIEC Board) within the Division of Homeland Security and Emergency Services (DHSES). The 25-member SIEC Board includes state agency representatives, representatives of first responder organizations, and experts in the field of interoperable and emergency communications. The members are appointed for a term of four years, and they are charged with the following duties:

- Make recommendations to the Commissioner of the Division of Homeland Security and Emergency Services on the expenditure of grants and other funding programs related to interoperable and emergency communications.
- Make recommendations related to the development, coordination, and implementation of policies, plans, standards, programs and services related to interoperable and emergency communications, including but not limited to ensuring compliance with Federal mandates for interoperable and emergency communications and compatibility with the national incident management system (NIMS).
- Establish a structure and guidelines to maintain interoperable communications planning and coordination at a statewide level.
- Establish, promulgate and revise standards for the operation of Public Safety Answering Points (PSAPs).
- Establish guidelines regarding the creation of regionally based radio communications systems compatible with the structures and guidelines consistent with federal mandates and best practices.

Next Generation 911 (NG911) is the transition from traditional circuit switched telephone networks to a digital, high speed, Internet Protocol (IP) based system, capable of delivering voice and a large amount of communications data. NENA standards have established recommended best practices and identify specifics for an Emergency Services IP Network (ESInet) and Next Generation Core Services (NGCS) functions. New York State (NYS) intends to adopt and implement the NENA Standards in its NG911 statewide system.

The antiquated public phone system is being retired, requiring states to switch to NG911. The Federal Communications Commission (FCC) is phasing out traditional copper phone lines (POTS). This change requires phone companies and customers to move to newer digital and IP-based

phone systems. The FCC isn't directly replacing POTS lines, instead they've removed rules that forced phone companies to keep copper networks. This allows telecom providers to retire them.

The question is how this initiative affects the Public Safety Answering Points (PSAPs) across NYS. FCC rules require call carriers to transmit all 911 calls to the appropriate PSAP, even as networks transition away from copper. This obligation applies to wireless, wireline, and VoIP providers. Carriers will be able to retire copper, but they cannot degrade 911 service. VoIP and IP-based networks must support Enhanced 911 (E911), including caller number and location.

However, PSAPs must prepare for NG911. The FCC has begun the formal transition from Time-Division Multiplexing (TDM) 911 trunks (dedicated communication lines used in telecommunications) to an IP-based NG911 network. The technology that NY PSAPs rely on heavily today is the same technology that the FCC is beginning to retire. As they disappear, NY faces a forced modernization scenario – PSAPs must migrate to IP-based 911 delivery even if the statewide NG911 system is not fully deployed. If PSAPs choose not to upgrade their CHE, network interfaces, cybersecurity protections, and GIS-based location systems, they risk the loss of redundancy as copper is retired, inability to receive text, video, enhanced location, an increased vulnerability to outages, and potential delays in call routing.

A significant change that will occur during the transition to NG911 is the way calls are routed. Currently 911 calls are routed to the correct PSAP utilizing Emergency Service Numbers (ESNs) that are connected to the telephone number record of the device that is calling 911. This method of routing was designed for and works well for wireline telephone communications. The advent of wireless technology has made this method of call routing much more difficult and does not take advantage of the technology in an efficient manner. For this reason, NG911 will utilize Geographic Information System (GIS) data for call routing. In the NG911 environment, the call will be routed to the appropriate PSAP based on where the device is located at the time of the call being placed.

Due to the nature of NG911, it operates most efficiently and cost-effectively if it is a shared system used by many PSAPs. The SIEC Board has moved towards developing a statewide NG911 solution that can be shared amongst the PSAPs within the state.

As part of this statewide NG911 solution, the SIEC Board recognizes the need for governance of the system and the Board's activities. In recognition of this need, this document, the New York State Next Generation 911 Governance Policy (hereinafter, the Policy), has been created. The Policy is a high-level overview of the governance structure of the SIEC Board and statewide NG911. The Policy is supported by policies and procedures that are separate, standalone documents and which are included in this policy. The Policy is a living document and will be revised and updated as needed.

2. Introduction

The Policy is intended to be a high-level overview of governance policy and procedure for NG911 and the SIEC Boards statutory duties.

This Policy has been developed by a multi-disciplinary team of subject matter experts (SME) which are comprised of local and state partners (shown in Table 1), along with members of the SIEC Board and employees of the Office of Interoperable and Emergency Communications (OIEC).

The process for approval of a policy or plana is shown in Figure 1 below:

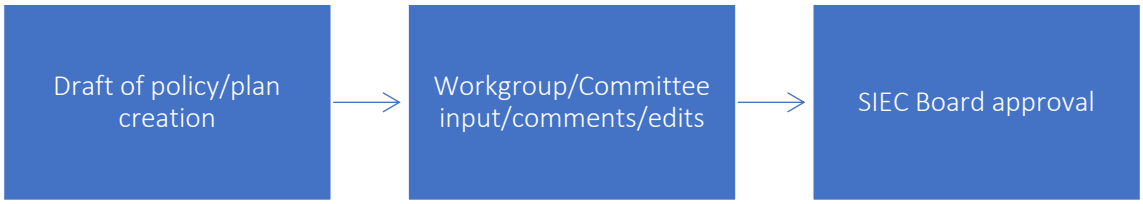

Figure 1

After approval of the policy, all stakeholders are notified of the new and/or revised policy via email and posted on the DHSES OIEC website. Stakeholders who are and/or will be connected to the statewide NG911 system must comply with the policies that are established by the SIEC board.

3. Definitions

State Interoperable and Emergency Communications (SIEC) Board	The 25-member State Interoperable and Communication Board is comprised of state agency heads, state legislative representatives, representatives of the first responder organizations and experts in the field of interoperable and emergency communications. New York County Law, Article 6-A, Section 326, created the SIEC board within the Division of Homeland Security and Emergency Services (pursuant to Chapter 56 of the Laws of 2010).
Public Safety Answering Points (PSAPs)	Is a physical or virtual entity where 911 calls are delivered by the 911 Service Provider.
Primary PSAP	A PSAP to which 911 calls are routed directly from the 911 Control Office.
Secondary PSAP	A PSAP to which 911 calls are transferred from a Primary PSAP.

Next Generation 911 (NG911)	Is an IP-based system comprised of hardware, software, data, and operational policies and procedures that: (a) Provides standardized interfaces from emergency call and message services to support emergency communications (b) Process all types of emergency calls, including voice, data, and multimedia information. (c) Acquires and integrates additional emergency call data useful to call routing and handling. (d) Delivers emergency calls, messages, and data to appropriate public safety answering points and other appropriate emergency entities. (e) Supports data or video communications needs for coordinated incident response and management.
Emergency Services IP Network (ESInet)	Is a managed IP network that is used for emergency services communications, and which can be shared by all public safety agencies. It provides the IP transport infrastructure upon which independent application platforms and core services can be deployed, including, but not restricted to, those necessary for providing NG911 services. ESInets may be constructed from a mix of dedicated and shared facilities. ESInets may be interconnected at local, regional, state, federal, national and international levels to form and IP-based internetwork (network of networks). The term ESInet designates the network, not the services that ride on the network. (See Next Generation Core Services).
Next Generation Core Services (NGCS)	Is the set of services needed to process a 911 call on an ESInet.
Federal Communications Commission (FCC)	Is an independent US government agency overseen by Congress. The commission is the United States' primary authority for communications law, regulation, and technological innovation. The FCC regulates interstate and international communications by radio, television, wire, satellite, and cable in all 50 states, the District of Columbia, and US territories.
Emergency Service Numbers (ESNs)	Is a 3–5-digit number that represents one or more Emergency Service Zones (ESZ), stored as a 3–5-character numeric string in a GIS database. An ESN is defined as one of two types: Administrative ESN and Routing ESN.
Enhanced 911 (E911)	Is a telephone system that includes network, switching, database(s), and Public Safety Answering Point premises elements capable of providing automatic location identification data, selective routing, selective transfer, fixed transfer, and a call back number. The term also includes any enhanced 911 service designated by the FCC

	in its Report and Order in WC Docket Nos. 04-36 and 05-196, or any successor proceeding.

4. Scope and Purpose

The purpose of this Policy is to guide and support the transition from E911 to the statewide NG911 environment. This transition will be most effectively achieved through consistent communication, coordinated planning, and sustained collaboration among all stakeholders. Table 1 highlights the board and the diverse range of stakeholder groups involved in this effort. While the table reflects an extensive representation of participating entities, it is acknowledged that it does not encompass the entirety of the stakeholder community. Ongoing engagement will remain essential to ensure that all impacted parties are identified, informed, and appropriately integrated into the transition process.

STAKEHOLDERS			
Public Safety Answering Points (PSAPs)	Local Government IT	Local Government (Elected Officials)	New York State Geospatial Services
Sheriffs	City/Council Commissions	City Managers/County Executives	GIS Data Maintenance Vendors
Legislature	Chiefs of Police and Departments	Other local Government Officials	Property Tax Departments
New York State Association of Counties	Fire Chiefs and Departments	EMS Agencies (local)	GIS Educators
Fire Chiefs Association of New York	County Clerks	Department Of Transportation agencies	New York State Thruway Authority
New York State Sheriff's Association	New York State Department of Health	New York State Department of Public Services	National 911 Standards bodies (NENA, APCO)
PSAP System and Software Vendors	United States Postal Service	Emergency Management (local and State)	Neighboring States

Table 1

5. POLICYMAKING BODIES

5.1 STATE INTEROPERABLE AND EMERGENCY COMMUNICATION (SIEC) BOARD

The SIEC Board roles and responsibilities are noted above in Section 1 above. The SIEC Board has approved the following Committee, Working Groups and Subcommittees that will provide the framework for the SIEC Board to adopt, implement plans and policies, coordinate the policies and standards that will guide decision making and statutory oversight, as well as provide to local governments, PSAPs, vendors and other stakeholders the needed guidance and system policies that will facilitate the transition to NG911 and the ongoing delivery of such services.

4.2 911 ADVISORY COMMITTEE

The 911 Advisory Committee is charged with assessing the status, capability, and readiness of the E911 systems throughout the State. This committee may consult local governmental 911 authorities, 911 service suppliers, wireless telephone service suppliers, and appropriate State agencies in the process of developing recommendations to the Board to promote and/or facilitate the most efficient and effective routing of wireless 911 emergency calls.

4.3 NEXT GENERATION 911 WORKING GROUP

The Next Generation 911 Working Group brings together vital stakeholders that manage 911 systems throughout the State, as well as State agency representatives and subject matter experts.

The Next Generation 911 Working Groups' roles are:

- Assist the 911 Advisory Committee with recommendations for planning and operational challenges with grants and standards.
- Provide local and nationwide expertise for 911 operational needs.
- Develop plans and proposals to enhance 911 and the State towards a coordinated transition to NG911.

4.4 GIS WORKING GROUP

The GIS Working Group focuses on the processes and policies for integrating county GIS data into a centralized GIS database. The Working Group will also develop processes and policies over the development of GIS data layers necessary to transition the State from E911 tabular data to GIS based managed functionality required for the transition to NG911. The GIS working group should provide advice and recommendations for creating minimum GIS requirements and policies.

4.5 Operations Subcommittee

The Operations Subcommittee roles are:

- Provide advice on standards for performance reviews and quality assurance programs to ensure public safety maintain and improve the performance of 911 systems.
- Provide advice and review of the state minimum requirements.
- Develop training standards for emergency dispatchers, call takers, and supervisors.
- Develop plans to deploy NG911 technology in 911 systems in the state.
- Offer cost-saving recommendations to include joint purchasing opportunities.

4.6 Technical Subcommittee

The Technical Subcommittee roles are:

- Develop plans to deploy NG911 technology for the state.
- Develop statewide technical, governance, and operational polices in support of the statewide NG911 service.
- Create a formal process for NG911 system changes or improvements.
- Assist in maintaining minimum PSAP technical, operations, and planning standards.
- Provide advice/recommendations related to the 911 System Plan process.

5 Recommended PSAP Operations Policies/Procedures

Policies, procedures, rules, and regulations provide essential structure and support effective management of the 911 system. Locals who choose to connect to the NG911 system will need to follow policies and regulations associated with the system. These policies, plans and regulations will be developed in a uniform and coordinated manner, utilizing the established hierarchical framework to ensure appropriate stakeholder input, broad acceptance, and statewide compliance.

The Operations Subcommittee will prepare, review, and recommend operational policies and regulations for the SIEC Boards approval. These operational policies are intended to support consistent execution of fundamental processes that enable the efficient and effective operation of the statewide NG911 system. In turn, such policies will support the development and delivery of comprehensive training programs for PSAP personnel and support staff. Operational governance policies and procedures are expected to evolve as new NG911 capabilities are implemented within the New York State system. Stakeholders shall identify, document, and adopt standardized processes, including appropriate recordkeeping practices. These processes must capture functional capabilities and support the development of an effective internal control system that complies with applicable regulations and standards. The Statewide Regional Support staff within OIEC may incorporate these procedures into training programs and ensure accessibility to all PSAP personnel across the state. Operational governance documentation

should also include any interlocal agreements that exist between PSAP and other agencies or entities to ensure the alignment of responsibilities and operational expectations.

7 Policies for Connecting PSAPs

Many of the policies that are associated with the transition to NG911 will be drafted by the working groups and subcommittees. As stated above, once the SIEC Board approves the policies and plans PSAPs connecting to the NG911 system will have to adopt policies and create procedures to address each of the following topics. In preparation for those policies, below are examples of some of the policies and plans that are forthcoming.

Category	NG911 Strategic Plan Imitative #	Description
Technology	G-04	An interoperability policy to guide connectivity between ESInets within the state, with neighboring states and across national boundaries.
Governance	G-05	A policy defining the governance and decision-making model for NG911.
Cybersecurity Plan	S-02	As part of providing a statewide ESInet, DHSES should document cybersecurity policies, outlining procedures and actions in the event of a cybersecurity incident, and specify when to engage outside assistance.
Operations	OP-01	A policy plan to identify if new policies, standards or best practices are needed.
Technology		An ESInet Interconnectivity Policy defines the minimum requirements needed for an entity to connect with the ESInet and NGCS.
Technology	CHE-03	A list of minimum equipment technical standards (including system version numbers)
Technology	CHE-14	A Change Management Policy and best practices related to

		the statewide NG911 system and local 911 equipment.
Technology		Call Routing and Call Flow best practices to help guide the NG911 implementation.
Technology		Data sharing best practices and recommendations document.
Cybersecurity	S-01	Cybersecurity Policy defining best practices, roles and responsibilities.
Operations		Call Answering/Call Processing policy to define best practices and expected service levels – including how to handle misdirected calls, abusive and uncooperative callers.
Operations		Call Transfer policy that will include both interstate and intercontinental practices.
Training		Update and develop minimum training guidelines.
Additional Data	OP-08	Best practices for using over-the-top (OTT) applications.
Mutual Aid		A policy defining best practices and guidance for Inter-Agency Mutual Aid.
Record Retention	OP-09	A record retention policy to identify minimum guidelines.
GIS	GIS-04	Updated recommended minimum standards for address assignment as NENA and NYS NG911 standards are updated.
	GIS-04a	Address point data development and sharing workflow to ensure timely ECRF/LVF updates.
	GIS-04b	Non-traditional address point data standards (mile markers, trail markers, named places, waterways, etc.)

GIS/Addressing	GIS-06	Draft Local Addressing Ordinance.
GIS/Data Readiness	GIS-08	Policy detailing how NYS will design, develop, implement and support, in coordination with NYS Geospatial Services Office, GIS data validation tools for local and regional use to prepare for NG911.
	GIS-08a	Minimum essential data attribution standard to maximize GIS data value to broader 911 ecosystem (CAD, emergency management, etc.)