Chester J. Culver
Governor
Patty Judge
Lt. Governor

IOWA

Ag Commissioner

TO : Mr. Mike Marshall, Secretary of the Senate
Mr. Mark Brandsgard, Chief Clerk, House of Representatives
Mr. Dennis C. Prouty, Director, Legislative Services Agency

FROM: ISP Capt. Todd Misel, Chair, Statewide Interoperable Communications System Board

DATE: January 4, 2008

RE: First annual report of the Statewide Interoperable Communications System Board

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2007 Iowa Acts, House File 353, contained a provision specifying that the newly created Statewide Interoperable Communications System Board shall submit an annual report to the General Assembly regarding communications interoperability and associated board activities.

On behalf of the Statewide Interoperable Communications System Board, I hereby respectfully submit the first annual report, reflecting Board activity during calendar year 2007.

Please contact me if you have any questions or concerns regarding this report.

cc: Senator Tom Hancock, Iowa Senate (HF 353 Senate floor manager)
Representative Bob Kressig, Iowa House of Representatives (HF 353 House floor manager)
Syeta Glanton, IGOV
Dennis Hart, IDOM
Jennifer Acton, LSA
Cathy Engel, Senate Democratic Caucus Staff
Tom Ashworth, Senate Republican Caucus Staff
Mary Braun, House Democratic Caucus Staff
Lon Anderson, House Republican Caucus Staff

Report to the Iowa Legislature on the Status of the Iowa Statewide Interoperable Communications Board

Overview

During the first session of the 82nd General Assembly, the Iowa Legislature established a new Iowa Statewide Interoperability Communications System Board. (HF353).

2007 Iowa Acts, House File 353, created Iowa Code Section 80.28, which addresses the membership of the Board, and Section 80.29 identifies board duties.

The Iowa Statewide Interoperable Communications System Board (ISICB) has been in existence for a short period of time. The membership that represents the local entities from across Iowa was announced on September 24, 2007.

Name	Position	City
Ron Miller	At-Large Member	Fairbank
Sandy Morris	Communication Center Manager	Des Moines
Randy Thompson	Communication Center Manager	Glenwood
Jeremy Logan	Municipal Police Department	Oelwein
Roxanne Warnell	Municipal Police Department	Gladbrook
Greg Martin	Fire Department	Sioux City
Kerry Crouch	Fire Department	Yarmouth
Mike Williams	County Sheriff	Clarinda
Dina McKenna	County Sheriff	Story

State Agency Representatives

Tom Boeckmann	Department of Public Health
Robert Younie	Department of Transportation
Mike Dreke	Department of Corrections
Todd Misel	Department of Public Safety
John Benson	Division of Homeland Security and Emergency Management
Jason Sandholt	Department of Natural Resources

Communications Interoperability Efforts

For approximately the last 30 years, the law enforcement telecommunications stakeholders have shared issues of mutual concern and interest through participation in the Law Enforcement Administrators Telecommunications Advisory Council (LEATAC), an advisory group to the Commissioner of Public Safety.

In 2004, when Governor Vilsack organized the Iowa Communications Task Force to address interoperability issues, LEATAC was given several short range goals. Among them was recommending a statewide board that would have the authority to make cooperatively establish

policy on communications interoperability matters. That board became a reality in 2007 with the enactment of House File 353.

Activities

After board appointments were announced, the first meeting of the Board was scheduled for October 28, 2007. Lt. Governor Patty Judge kicked-off the first meeting by welcoming members and presenting the perspectives of the Office of the Governor and Lt. Governor. During the meeting the board elected a chair person and a vice-chair. Captain Todd Misel from DPS was elected Chair and Deputy Dina McKenna from the Story County Sheriff's Office was elected vice-Chair. The first meeting featured introductions of Board members and an opportunity for members to discuss both general perspectives and particular areas of interest related to communications interoperability issues.

The board met for a second time on November 11 and 12. In addition to housekeeping matters in need of attention, items discussed during the meeting included the Public Safety Interoperable Communications Grant (PSIC). The $10.9 million of PSIC funding designated for the state of Iowa was discussed, as was the necessary elements of the application for that funding. Mr. John Benson, Division of Homeland Security and Emergency Management, , discussed feedback received from local public safety entities regarding potential communications interoperability projects that could be funded from PSIC grant money. The Board has not yet established criteria for evaluation of projects or proposals that might be submitted for potential PSIC funding. Under federal law, all PSIC funds, with the exception of any funding for planning activities (up to 5 percent of the total), require a 20 percent match.

A third meeting, originally scheduled for December 11, 2008, was cancelled due to weather (snow and ice storm). Agenda items for the cancelled meeting will be moved to the January 30, 2008, meeting.

The minutes of Board meetings conducted in 2007 are attached as Appendix B to this report.

Effectiveness at the local and Regional level

During the 2007 calendar year DOT, DPS and HS/EMD worked to formulate a Request for Proposals for a baseline public safety communications inventory and assessment. CTA Communications (Lynchburg, Virginia) was awarded the contract. The purpose of the assessment was to identify existing communications infrastructure in the state and the current condition of such infrastructure. The process began in December 2006 and the final report was produced and submitted in September 2007. The report provided a thorough assessment and inventory of communications infrastructure in Iowa and made recommendations for the state's future. For a local and regional perspective, seventy two counties participated in the on-line communications survey and 12 cities.

The bottom line conclusion/recommendation of the CTA inventory and assessment is suggestion that Iowa migrate to a 700 MHz radio system that can support both voice and data needs. The reports also contains the conclusion that the current state system (DPS/DOT) should not be updated, but replaced.

The CTA executive summary (attached as Appendix A) can serve as a road map for the Board as to what communications infrastructure currently exists in Iowa..

Appendix A

Executive Summary

This Iowa Statewide Interoperable Radio System (ISIRS) Feasibility Study was commissioned with the following goals:

- Assess Existing Statewide Emergency Communications Infrastructure (Voice, Data, Video, 9-1-1)

- Present Conceptual System Design(s) for a Statewide Solution, using a standards-based solution which provides integrated Voice and Data, and offers Video.

- Develop a Migration Path for Statewide Interoperable Communications System Solution

Assessing the current state of emergency communications in Iowa was achieved using a detailed survey instrument, sent to over 200 users of such equipment throughout the state. The responses obtained represented 12 cities, 72 counties, and 8 state agencies. The results are summarized in this report.

CTA used the results of the surveys and meetings held in Iowa to analyze and evaluate a number of approaches to statewide interoperability.

A potential migration path was developed, given current state of communications systems. The migration path could be adjusted according to funding and local participation. Probable cost estimates were developed according to the system design and migration approach.

Since the disparate existing state systems were designed and implemented, there have been many technology advances. In particular, a Federal and Public Safety endorsed standards-based interoperability protocol has been developed by the TIA/EIA and implemented by multiple vendors (the Project 25 standard, or "P25").

Iowa's existing emergency communications radio infrastructure is comprised of outdated technology. Much of the VHF equipment, if not upgraded, risks becoming unusable after 2013 due to FCC narrowbanding requirements.

There are numerous disparate systems implemented across the state, and while various technologies are used to attempt to provide interoperability, the result is inconsistent and often non-interoperable systems are working side-by-side. Of particular concern was the number of survey respondents (see SECTION 1.2) who were not aware of the need to upgrade VHF and UHF operations to narrowband by 2013.

Good efforts have been made to modernize the E-911 systems across Iowa, with the result that these systems are generally much newer than the mobile radio infrastructure. As telecom technology has evolved, and cellular phone usage has significantly increased in the last 5 – 10 years, there is a need to upgrade some 9-1-1 centers for wireless 9-1-1 location capability. In the near future, VoIP standards-based technology will be a requirement.

The State of Iowa needs to replace, not upgrade, the State Patrol and DOT radio system infrastructure in order to achieve the goals identified for ISIRS. This can be done in a manner that will allow localities to share infrastructure and provide true over-the-air interoperability among users on the system. Key recommendations made in this feasibility study include:

- Utilize the new 700 MHz band, which will provide the quantity of structured channels needed for a statewide interoperable radio system. Users could share in the costs of the infrastructure, while maintaining independent operations via their assigned talkgroups.

- Implement a standards-based P25 trunking system for interoperability, expandability, feature options, and competitive procurement. With trunking technology, different user groups normally operate independently, but in the event of an emergency, different groups and agencies can communicate at scene, radio-to-radio.

- Implement a phased approach for the system roll-out, consistent with funding and desired prioritization of regional areas.

- Invite localities to join the ISIRS network concurrent with the phased build-out for state agencies. Localities can bring shared resources to the network, and will have the benefits of voice and data plus true interoperability with other ISIRS users.

- Implement digital microwave as the backbone data transport network, and consider connectivity to the ICN and/or leased line in selected areas for back-up capability and improved reliability.

- Use Gateway technologies to insure that agencies using VHF, UHF and non-P25 800MHz will be able to interoperate with ISIRS via selected channels or talk-groups.

- Encourage use of multi-protocol P25 700/800 MHz radios by localities or agencies that continue to use their existing 800 MHz trunked radio networks to allow them to achieve direct radio-to-radio interoperability with ISIRS users.

- Plan to implement 700MHz broadband data and selectively utilize Wi-Max or Wi-Fi technologies for high speed mobile data applications. Monitor FCC rulings in the next year or two as these will undoubtedly affect the use of this band for mobile data. Incorporating broadband data will allow for wireless downloading/uploading of large graphic files (e.g. mug shots, building layouts) for on-scene access, as well as at scene video and intranet/internet (encrypted links) access.

- Continue to support the upgrade of E-911 PSAP centers for wireless location capability and new IP based standardized interfaces.

A three phase approach is recommended for the system implementation, corresponding to DPS/MVE Dispatch Areas 1, 2, and 3. Each phase is estimated to require 18 to 24 months for implementation. The total implementation time may be reduced with parallel efforts for the three phases.

A competitive estimate of probable costs (the details and assumptions are in SECTION 7) was performed for each of the three phases for both state requirements and projected locality additions, with the results summarized below:

Phase	State	Localities
Phase 1, Area 1	$ 39,048,800	$ 31,637,800
Phase 2, Area 2	$ 39,528,600	$ 42,567,300
Phase 3, Area 3	$ 48,571,800	$ 60,068,300
TOTALS	$ 127,149,200	$ 134,273,400

The ISIRS approach will increase capacity, enhance coverage, provide upgraded mobile data capabilities, and create alternative disaster recovery paths. Standards based radio equipment combined with an IP data backbone will create an integrated and seamless interoperable voice and data communications system designed to meet the needs of ISP,

IDOT, and all state agencies requiring highly reliable, fault tolerant, wireless emergency communications. By providing a shared system infrastructure, the multiple agencies engaged in public safety, protection, and services will be able to interoperate seamlessly. Cost efficiency in a shared network will result from the economy of scale.

Any locality or federal agency using similar standards-based P25 technology will have direct interoperability with ISIRS. In addition, with the use of communications gateway technologies, local government systems will be able to communicate with any state agency as designated in emergency situations.

Appendix B

Iowa DPS Building 1st Floor Public Meeting Room
215 E 7th Street
Des Moines, Iowa 50319
10-29-2007

At Approximately 0900 hrs Lieutenant Governor Patty Judge called the inaugural meeting of the Iowa Statewide Communications Interoperability Board to order. As posted on the Agenda the Lt Governor

Lt. Governor proceeded by asking for introductions from all Board Members present. All 15 of the new members were present. (Contact information attached) Brief introductions took place as the Lt Governor called out names and the entities they will represent.

Lt. Governor then introduced Ms. Chris Scase from the Iowa Attorney General Office who gave an overview of Iowa House file #353 that establishes the new board. One note that Ms. Scase made was the board is considered its own agency. The law also states the Board is under the joint purview of the Iowa Department of Public Safety and the Iowa Department of Transportation. DPS Commissioner Eugene Meyer agreed to have DPS help with the Administrative Assistance. Ms. Scase also offered up the services of the AG Office to put on a presentation for the board about responsibilities and duties that address the laws regarding open meetings and open records. It was agreed that Ms. Scase would provide the training session at the December 11th 0900 a.m. meeting, location to be announced.

Lt. Governor then introduced Mr. Mike Coveyou (DPS) who gave a brief overview of how the administrative rule making process works (handouts). Mike made asked the board not to rush anything and to understand that it is not uncommon for the process to take 8-12 months. Also we need to remember to have open meetings for rule-making.

Lt. Governor asked for nominations from the Board for election of a Chair. Mike Dreke nominated Todd Misel of DPS for chair, seconded by Jason Sandholdt , no further nominations. Lt. Governor asked for all in favor, Unanimous selection of Misel as Chair.

Lt Governor asked for nominations for Vice-Chair. Tom Boeckmann nominated Dina McKenna. _____ seconded the motion. No further nominations. Lt. Governor asked for all in favor, Unanimous selection of McKenna as Vice-Chair.

Lt Governor turned the meeting over to Chair Misel and said she would stick around and listen in to see how everything goes.

Chair Misel asked for everyone on the Board to please give a brief summary of how they became involved and what they bring to the Board.

Chair asked the Board to consider setting dates out in the future for meetings and for discussion among the members to what will work best for the Board. Thanksgiving Holiday is just around the corner and may cause conflicts. The Board agreed to hold the next scheduled meeting on November 19th & 20th. Motion by Benson and Second by Morris. The two days will be needed to discuss and work through the Public Safety Interoperability Communications (PSIC) Grant due in December. Board Member John Benson felt we needed to dedicate 2 days to get it finalized. Time needs spent on the investment justifications and the strategic tactical reserve. This was tab #5 of the three ring binder that John provided to each Board member.

DPS Finance Chief Marty Deaton gave a quick overview on filling out Travel Vouchers and said they would make available the necessary instructions in writing. Tracy Hunt (DPS-HR Officer) will be consulted to ensure we have the proper paperwork filled out by Board members who are not current State Employees in order that they may receive their reimbursement.

Agenda Items for next meeting:

> ➤ CD provided to each member of the 2004 Gov Task Force on Communications Interoperability, completed Oct of 2004
> ➤ CTA Presentation that was given in early September on the Feasibility Study conducted Jan-Aug 2007
> ➤ Possible Photos for Board IDs
> ➤ Website for meeting minutes and agendas (HSEMD ?) John Benson will check on this
> ➤ Board Check off/ Roster sheet for each meeting with a signature.

John Benson made a motion that the meeting adjourn, Chair asked for a second, seconded by _____ all in favor voted I carried unanimous, the first meeting cam to a conclusion at approximately 11:03 Hrs.

Meeting minutes typed by Misel 10-292007

Minutes of Meeting of the Iowa Statewide Communications Interoperable Board
November 19, 2007
Iowa DPS Building 3rd Floor Public Meeting Room
215 E 7th Street
Des Moines, Iowa 50319

Meeting called to order by Chair Todd Misel at 1:03 pm.

Minutes

Approval of minutes from 10/29/07 meeting.
> Approved by Tom Boeckmann, Roxanne Warnell had an addition to minutes, indicating she seconded the nomination to elect Dina McKenna as vice-chair. After the addition, minutes seconded by Roxanne Warnell.

Old Business

- Chairman Misel introduced Tracy Hunt who is with the DPS-DAS. She went over the required documentation that is required of board members who are not current state employees.

- John Benson and Chairman Misel presented an overview of the CTA presentation.

New Business

- John Benson-2 handouts.
  Quick review of the PSIC Grant is that is the preferable billion dollars that Congress is throwing at the problem of interoperable communications across the country. That comes from the auctioning of that 700 MHz spectrum. They are anticipating that auction to generate 30-35 billion dollars. The State of Iowa was approved to receive $10.9 million.

  Out of 10.9 million they have already designated $847,000 designated to go to Strategic Technology Reserve (STR). An example of this would be the Hurricane Katrina concept. Your communications system is obliterated, physically not there. How are you going to establish communications with your first responders? Using those funds to replace items in the event of a catastrophe. That is one of the first things we would need to do. Identify how you would spend $847,000.00. The rest of it, leaves you with approximately $10,000,000.00. 80% has to pass through to local level and 20% remains at the state level. Grant dollars that are used to purchase equipment that does require a 20% match by the agency is making the purchase. Per the GAO they like cash match but it does

have the capability of being a soft match. As an example, personnel time dedicated to the project. The only type of projects that are exempt from the 20 % match are planning, training, and coordination efforts.

On December 3rd the last step of the formal process is to scheduled to be complete. HLSEMD office is required to submit a statewide interoperable communications plan. Along with up to 10 investment projects. An investment justification and a single project are not the same thing you can have multiple projects under a single investment justification or you can have single project single investment justification. All of the projects within the investment justifications must solve and identify interoperability gap as it is identified within the State of Iowa Interoperable Communications Plan. There within lies the problem, as we don't have a plan yet, and we won't have by December 3rd. This does not adversely effect us, it extends things a little bit timeline wise. The period for this grant runs to September 30th of 2010. In talking with the Dept. of Commerce who are in charge of this grant about not having a plan in place They advised you can submit projects in general and wide sweeping plan. This will lock the money down. We have one for sure investment justification that has to be done and that would be the strategic technology reserve. John can write grant taking into consideration resources that we have out there. There are multiple mobile communications resources throughout the state. Department of Public Safety has a Winnebago and Starcomm's Winnebago in Woodbury County. Something things that we should consider are do we want to expand upon those existing resources that are out there, or create an entirely new resource. With this we are talking about equipment and that requires a 20% match. John will check to see if money is available for structure and upkeep.

STR-$846,975.00 is the grant amount that is available. Any equipment purchases by the grant require a 20% match. This is one of the 10 identifiable projects.

John recommended a group form the board research the need, quantify the need and present possible solutions. Todd Misel asked if there was someone willing to take point on the project. Roxanne Warnell offered to lead that committee. Ron Miller and Greg Martin also volunteered to serve on the committee with her. After discussion, a motion was made by Todd Misel that we have 3 members who are willing to take point and look into what assets are available out there in the state from an inventory stand point, and those members are Ron Miller, Greg Martin and Roxanne Miller. A report will be given back to the board at the February meeting. Seconded by, Jason Sandolt. Motion carried unanimously.

John asked if the board interested in pursuing the creation of a more detailed and thorough statewide implantation plan to accomplish interoperable

communications. Taking the feasibility study and blossoming out and talking definitively this is how as a board we see us moving forward. There are 2 ways to do this. We could do it ourselves. Or we could go out and hire a contractor. An obstacle with having board members obtain the information there is the problem with asking the correct question. John's recommendation would be to utilize PSIC money to go and get a contractor. Planning piece is critical piece. In obtaining a Consultant-20% would be approx 2 million, John suggested we start at $1 million for a Consultant. And to form a group that would come up with the questions that would be asked in the RFP.

Discussions on having a group go out and put a training component together to educate groups on the feasibility study. Mike Williams advised the Sheriff's and Deputy Assoc have conference scheduled for Dec 10th-13th. It may be possible that someone could make a presentation to that group. After discussion Tom Boeckmann called for the question. Motion by Sandy Morris, for 3 members to put a training/planning component together and to go out and provide an educational piece across the state. Seconded by, Kerry Crouch. Motion carried unanimously. Nominations from the floor were Sandy, Kerry, and Tom. No further nominations. Motion carried unanimously.

Motion made by Kerry Crouch to earmark the States 20% of the PSIC grant to be obligated within the PSIC investment justifications framework for hiring a consultant to develop a detailed statewide implementation plan. Seconded by Roxanne Warnell. Motion carried unanimously.

In reference to hand out from John, there was a call out for what projects were in the works. There are 10-12 projects out there please review them. There is 8 million dollars to spend and 45 million in need. This will give you an idea on what is already out there, needed, or would like to be worked on. We need a statewide plan in place to bump these up against before the board will make a formal decision on which projects it's going to say PSIC funds should go towards. In reviewing these projects they do fall in the guideline of what could be funded from the PSIC grant. Some will go forward regardless of whether or not we fund them.

John suggested that part of tomorrow's discussion be; out of the 8 million does the board want one large project or parcel them out. Funds can be migrated around.

Discussion on the need for someone to coordinate with the vendor community. Limit presentations to 30 minutes. Dina was nominated. No other nominations. Motion by Mike Dreke, seconded by John Benson. Motion carried unanimously.

Chair advised tomorrow Lt. Grant would be in to take everyone's photos so they can be issued an id. They will not get you into any of the state buildings, but will be used if we'd go out as a group.

Need to discuss the idea of potentially putting minutes and agendas on the web.

Update on Dec 11th Chris from the AG's office and Kathleen Richardson will be in to talk about open meetings. Chair will talk to Charlie Smithson from the ethics board about speaking at one of the meetings.

Need to design Letterhead for the board.

Chair asked for any other old business and new business, None noted.

Motion by John Benson, to recess until 9:00 tomorrow a.m. Seconded by, Sandy Morris. Motion carried unanimously.

Meeting recessed at 4:09 p.m.

Minutes of Meeting of the Iowa Statewide Communications Interoperable Board.
November 20, 2007
Iowa DPS Building 3rd Floor Public Meeting Room
215 E 7th Street
Des Moines, Iowa 50319

Meeting called to order by Chairman Misel at 9:15 am.

Old Business
•John Benson advised he has enough information to go forward with the grant writing. One thing in regards to the local projects, that we'll spend 80% pass through money on, is one thing we will need to figure out is at some point in the future how the board is going to formally accept applications, formally review those projects and how they are going to determine which ones get funded, fully partially, however they want to do that. What timeframe for each step in the process. How are we going to determine awards? Part of the evaluation project will be the caveat that goes in there, "Does the project satisfy and identify a gap in the statewide plan." One of the most important things we can do at least in terms of local involvement is when we go out; say this is what we are charged with doing. Here is something you as a local entity need to keep your eyes on. This is the process we are going to be using. The handout yesterday on the projects, gives us an idea on what types of projects could occur right now and could get done. But the caveat that holds us back from approving them now is there is no state plan to bump them up against. The concept of waiting until the plan is done, doesn't necessarily preclude us from establishing the process we are going to use to evaluate those.

Important Dates:

- Grant submitted by 12-3-2007
- Grant money has to be spent by 9-30-2010
- Floating RFP target date 3-1-08
- Plan completed end of June/July 2009

The question we've got to answer is, "Do we want to spend the PSIC money based up on what the CTA study says, or wait for that plan to come back by the RFP. Discussion on who is going to develop the RFP.

Brief overview of the previous RFP that was used for the feasibility study. (Copy of this will be emailed to the board members)

Discussion ensued on what step(s) need to be taken next. It was decided to tackle the grant first. Then focus on the RFP and writing the state plan.

With the 2013 date and re-banding. If you don't have existing equipment now that is going to be narrow band compliant, new equipment is going to have to be purchased anyway. Let's make sure what we don't want to do to these people who are strapped for money is, if they go out and buy new equipment and then the new equipment won't work on the new network.

Roxanne suggested forming a sub-committee to work on the RFP process. Mary Braun advised that if you have a sub committee, with the open records laws that you have to make sure you don't have a quorum attending those meetings; otherwise you are subject to open meetings law. Discussion on who should develop the board.

Motion made by Bob Younie for the Chair and John Benson to select a group to develop the RFP. with a report back at the December 11th meeting.
Seconded by, John Benson. Motion carried unanimously.

Motion made by Mike Dreke that the board not make allocations from the PSIC grant be tabled for 6 months and Dina will research the process for considering the PSIC Grant. Seconded by, Greg Martin. Motion carried unanimously.

John Benson will start on writing the grant and you will be receiving something next week for your review and comments.

Chair advised that he and John have not had a chance to talk about the website. Chair would like to bring in Rick from Iowa Interactive to discuss the possibility of getting a link from the Department of Public Safety's website where agendas and minutes could be posted. Users could signup and ask to receive any updates that the board has posted. Then they would have the most recent information that we have, so we'll look into that. Will try to make it look like itself, so it doesn't look like it's in a DPS page. Rick would like to talk to the group about what it would look like, so I'd entertain the idea of someone who has dealt with website design to site down with Rick. Bob Younie will assist with the web site.

Any agenda items for the December 11th meeting get those to Sue.
    • Set agenda for the next year. (A reoccurring day maybe after the LEATEC meeting?)

Reconfirmed the date/time/location of the December 11th meeting and set the date for the January 30th to be held at the DPS building at 10:00 (exact location to be announced).

Mike Williams advised the Sheriff's association is suppose to get back him on someone presenting at their conference. It would have to be in the afternoon. Mike will get back to the Chair when the Sheriff's Assoc. gets back to him.

Motion by Jason Sandholt to adjourn. Second by Mike Williams.
Carried unanimously. Meeting adjourned at 11:36