E911 Task Force Recommendations

Report to the Iowa General Assembly

SUBMITTED BY

E911 Task Force

DECEMBER 1, 2012

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December 1, 2012

Mr. Michael Marshall
Secretary of the Senate
Ms. Carmine Boal
Chief Clerk, Iowa House of Representatives
State Capital Building
Des Moines, Iowa 50319

Dear Sir and Madam,

   During the 2012 session of the 84th General Assembly, Senate File 2332 dealing with enhanced 911 emergency communications and surcharges was passed and signed into law by Governor Branstad. Section 12 of that law directed the Iowa Homeland Security and Emergency Management Division to "convene a task force of stakeholders to consider and offer recommendations regarding needed upgrades and enhancements to the state's E911 programs."

   To that end, I directed my staff to reach out to stakeholders and convene such a task force. The task force began its work on May 18 of this year and continued over the course of the summer and fall. A total of 82 people from various public safety disciplines and public and private companies actively participated in the task force process.

   As the managing agency of the State's E911 program, it is important that the task force's work be done in a transparent manner and that the recommendations set out in its report accurately capture the findings of the group. The task force has met both objectives.

   Therefore, it is my pleasure to formally deliver the attached report and recommendations on this important topic to the Iowa State Senate and Iowa House of Representatives as required by law.

Sincerely,

Mark J. Schouten
Administrator

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Executive Summary

The Iowa E911 Task Force was convened in accordance with 2012 Iowa Acts, Senate File 2332, Section 12, as signed into law by Governor Branstad on May 2, 2012. The members of the Task Force were to be stakeholders that included public safety and emergency management representatives, local public safety answering point (PSAP) personnel, telecommunications service providers, and state agencies that are directly involved in administering and providing E911 services in this state.

During these meetings the members of the Task Force were asked to consider, but were not limited to, the following elements:

   a. Enhanced technology needs of local E911 public safety answering points to ensure timely, quality emergency response services.

   b. Identification of new wireless technologies used in E911 service delivery.

   c. Funding needs to meet state and federal emergency communications technology mandates.

   d. Potential wireless and wireline surcharge adjustments to meet E911 service delivery demands, including specific recommendations on surcharge equalization and on the distribution formula of surcharge revenues.

   e. Local and state E911 administration and governance.

The Task Force has convened and conducted its business and submits the following recommendations to the Iowa General Assembly. A more detailed discussion of these recommendations can be found in the "Recommendations" portion of this document beginning on page 12.

Funding

Equalize wireline and wireless E911 surcharge rates at $1.00.

The Task Force thus brings forth the following surcharge-based recommendations:

- *Raise the wireless E911 monthly surcharge to $1.00.*

- *Equalize all wireline E911 monthly surcharges to $1.00.*

- *Remove the local wireline E911 surcharge referendum.*

- *Remove the local wireline E911 alternative surcharge referendum.*

- *Reinstate wireless service provider cost recovery at the previous level, in this case 13 percent of revenues at the $1.00 per month rate.*

- *Leave the PSAP distribution percentage at 46 percent.*

Do not alter local wireless surcharge funding distribution formula.

The Task Force recommends that the distribution formula defined in the Code of Iowa Chapter 34A.7A(2)(f)2 remain as it presently exists.

Create a PSAP budget process to accurately capture PSAP operational cost data.

The Task Force recommends that the E911 Council work with Iowa's E911 Program Manager to create a method for collecting comprehensive expense data from the PSAP.

Add the E911 Council as part of approval process for Carryover Funds.

The Task Force Recommends that the E911 Council be added as the approving authority for local applications seeking usage of Carryover Funds.

Governance

The E911 Council and Iowa Statewide Interoperable Communications Systems Board should remain separate and unique entities.

The Task Force recommends that the E911 Council and the Iowa Statewide Interoperable Communications Systems Board remain separate as they presently exist in Iowa law.

Codify a single point of contact within each county to address issues related to emergency communications, interoperability, and E911.

The Task Force recommends that the Code of Iowa, Chapter 34A.3 be amended to require the Joint E911 Service Board to be the single local point of contact for issues dealing with E911 service, emergency communications and interoperability.

A statewide public information campaign needs to be conducted that looks at informing the public as well as elected officials about all aspects of E911 service within Iowa.

Thus the Task Force recommends that the E911 Council engage the Iowa Telecommunications Association (ITA), Rural Iowa Independent Telephone Association

(RIITA), Cellular Telecommunications Internet Association (CTIA), National Emergency Number Association (NENA), Association of Public Safety Communications Officers (APCO), and other private vendor and professional organizations to construct and conduct an outreach and education campaign.

Technology, Network Operations, Interoperability

Establish a statewide interoperability vision statement

The Task Force recommends that the Iowa Statewide Interoperable Communications System Board formally adopt a statewide interoperability vision statement for Iowa.

Mandate the use of the Communication Assets Survey and Mapping (CASM) tool.

The Task Force recommends that populating the CASM tool be a mandatory requirement for all responders in Iowa. The Task Force also recommends that the availability of future interoperability grant funding be tied to an agency completing their portion of the tool.

Establish standard operating procedures and protocols for statewide interoperability channels.

The Task Force thus recommends that the ISICSB develop standard operating procedures and protocols for the statewide interoperability channels as well as the national interoperability channels.

Update state channel plans to include interoperability channels.

The Task Force thus recommends that the Law Enforcement Administrator's Telecommunications Advisory Committee (LEATAC) and the Region 15 Planning Committee convene to update the channel plans and include the national and state interoperability channels as part of the documents.

Develop standard exercise protocols for emergency communications to support exercises at local, regional and state level.

The Task Force recommends that the ISICSB work with the Iowa Homeland Security and Emergency Management Division to create emergency communications focused exercise protocols that will further support the deployment and usage of interoperable emergency communications within Iowa.

Adopt the following standards: Radio – APCO Project 25, E911 – NENA i3, Data – FirstNet.

The Task Force recommends that for radios the APCO Project 25 standard be formally adopted by the ISICSB within Iowa in accordance with Code of Iowa Chapter 80.29. However the Task Force does recognize that moving to the standard does require time, thus they additionally recommend that agencies be allowed until 2018 to fully implement the standard.

The Task Force recommends that the State E911 Program Manager within the Iowa Homeland Security and Emergency Management Division promulgate rules adopting the NENA i3 standard for PSAP E911 equipment within Iowa. The Task Force also recommends that these standards be applied to PSAP's 911 equipment that is purchased to replace existing equipment. The Task Force does not recommend the wholesale replacement of all PSAP 911 equipment as this would cause a financial hardship for the joint E911 service board.

The Task Force also recommends that future consideration needs to be given to the work on data standards being done at the national level by FirstNet.

Finally the Task Force recommends that any equipment purchase requests seeking to utilize funds managed at the state level be required to purchase equipment that meets the above listed appropriate standard.

PSAP Operations

Create a process to accurately capture work load data for all Public Safety Answering Points within Iowa.

The Task Force recommends that the E911 Council work with the Iowa Chapters of NENA and APCO to adapt national models for gathering work load data at the PSAP.

Implement APCO Project RETAINS to determine proper staffing levels at the PSAP.

The Task Force recommends that Project RETAINS be implemented at Iowa PSAPs for the purpose of determining proper staffing levels at the PSAP.

Mission

The Iowa E911 Task Force was convened in accordance with 2012 Iowa Acts, Senate File 2332, Section 12, as signed into law by Governor Branstad on May 2, 2012. The enabling law specifically asked the Iowa Homeland Security and Emergency Management Division to "convene a task force of stakeholders to consider and offer recommendations regarding needed upgrades and enhancements to the state's E911 programs."

The members of the task force were to be stakeholders that included public safety and emergency management representatives, local public safety answering point personnel, telecommunications service providers, and state agencies that are directly involved in administering and providing E911 services in this state. These stakeholders were first convened on May 18, 2012. Additional meetings were held on June 19, August 15, September 10, and October 8.

During these meetings the members of the Task Force were asked to consider, but were not limited to, the following elements:

a. Enhanced technology needs of local E911 public safety answering points to ensure timely, quality emergency response services.

b. Identification of new wireless technologies used in E911 service delivery.

c. Funding needs to meet state and federal emergency communications technology mandates.

d. Potential wireless and wireline surcharge adjustments to meet E911 service delivery demands, including specific recommendations on surcharge equalization and on the distribution formula of surcharge revenues.

e. Local and state E911 administration and governance.

After the Task Force has convened and conducted its business they will submit their recommendations to the Iowa General Assembly by December 1, 2012.

History

In 1986, the General Assembly passed a law that created a 29-member State Emergency Telephone Number Commission. This commission was directed to study the issue of statewide implementation of 911 services and submit a written report with its recommendations. The Commission issued their report in January 1987 and the legislative language contained in the report was introduced as House File 2400. House File 2400 was passed by the General Assembly and was signed into law by Governor Branstad on May 6, 1988. This law has been amended several times, most recently during the 2012 session and is codified as Code of Iowa, Chapter 34A.

Under the provisions of Chapter 34A (Administrative Rules 605-Chapter 10), the Homeland Security and Emergency Management Division has responsibility for the administration of the Iowa Enhanced 911 (E911) Program. The law also requires that each county in the state establish a joint 911 service board. Each board has the responsibility to develop a countywide E911 plan, detailing the manner and cost for the implementation of an E911 system. However, joint 911 service boards are not required to implement service. The Homeland Security and Emergency Management Division has the responsibility to review and approve these plans. All 99 counties have approved E911 service plans.

In 1996, the Federal Communications Commission (FCC) put forth a mandate that requires wireless E911 service to be put in place and function similarly to wireline E911. The 1998 General Assembly amended Code of Iowa Chapter 34A in response to the FCC action.

Under this law, the Homeland Security and Emergency Management Division is given the responsibility for the wireless E911 program. The 911 Program within the Homeland Security and Emergency Management Division is funded by an annual appropriation of wireless surcharge funds made by the Iowa Legislature.

In June of 2005 the Federal Communications Commission issued guidance that required voice over internet protocol (VoIP) phone service providers to deliver E911 calls through the native 911 network. In response to this guidance the State E911 Program began discussions with both local and industry representatives on the best method to deliver the VoIP E911 call to the PSAP. By mutual agreement it was determined that the most efficient way to deliver the call is via the wireless E911 network. Presently, VoIP service providers are connecting to the wireless E911 network to deliver their customer's 911 calls to the appropriate PSAP.

While the wireless E911 network provides the most technologically efficient platform to deliver the call, there are underlying issues that will require further consideration. Based on an FCC ruling declaring VoIP companies data service providers, these companies are not required to collect an E911 surcharge by Iowa law.

Task Force Creation and Implementation

In 2011 the State of Iowa E911 Emergency Communications Council and the Iowa Statewide Interoperable Communications System Board came together to hire a contractor to conduct a systematic review of E911 and interoperable communications in Iowa to identify any possible areas for improvement and increase efficiency. Via the request for proposal (RFP) process they entered into a contract with GeoComm to conduct this study.

GeoComm delivered their Feasibility Study in February of 2012. The Study consisted of three elements: Existing Conditions Report, Assessment of Existing Conditions and Analysis Report and Final Recommendations Report. These reports are available online at http://www.iowahomelandsecurity.org/programs/E_911.html

The Council and Board intended to take the Study and convene various E911 and interoperability stakeholders to consider the various elements of the Study and to ascertain how they might be effectively applied within Iowa. However, with the creation of the E911 Task Force, these efforts were subsequently folded into the efforts of the Task Force.

Iowa Homeland Security and Emergency Management began extending invitations to participate in the Task Force in late April of 2012. The first meeting was convened on May 18. Prior to the meeting the participant had received copies of the Feasibility Study as well as the language that created the Task Force. Participants were asked to review the feasibility study and consider which areas of the Task Force in which they would like to participate. A listing of the participants can be found in Appendix A.

The Task Force was broken into sub groups to allow participants to focus on specific areas of interest. These groups included governance, funding, network, PSAP operations, technology, interoperability, geographic information systems (GIS) and legislation. Over the duration of the Task Force the network, technology, interoperability and GIS groups combined into one as they had many similar issues among them.

Each sub-group was asked to take the Feasibility Study and identify five elements from the Study related to their group, analyze the elements and provide recommendations on how to best move forward with them. The groups were also encouraged to think beyond the confines of the Study. The facilitators worked hard to insure that all ideas were presented in a safe, open and stress free environment. Active and robust discussion was encouraged.

The groups spent most of the day in discussion and then reported back to all Task Force participants on their progress and elements they would be working on prior to the next formal meeting.

Additional meetings were conducted on June 19, August 15, September 10, and October 8. With each successive meeting the elements were further refined due to research and participant effort. Each sub group presented their recommendations to the larger Task Force for its consideration. Ultimately the

Task Force has been able to bring forth a set of recommendations for the General Assembly to consider for the 2013 session.

Recommendations

The recommendations put forth in this section will be presented based on the sub-group from which they emerged. All recommendations come forth with the consensus of the Task Force.

Funding

1. **Equalize wireline and wireless E911 surcharge rates at $1.00.**

   Presently in Iowa the wireless E911 surcharge is $0.65 per month across the entire state while the county-voter-approved wireline E911 surcharge rate varies from $0.25 to $1.00 per month. Additionally two counties have utilized the voter-approve alternative surcharge for surcharge rates of $1.50 and $2.00 for 24 months. Finally, one county, Scott, has not implemented a wireline surcharge.

   A great deal of discussion was conducted by the members of the Task Force on both E911 surcharge rates within Iowa. Two common themes emerged from the discussions. The joint E911 service boards have been experiencing declining wireline surcharge revenues which negatively impacts their operations and the wireless carriers have a desire to reinstate cost recovery which was removed in the last session of the General Assembly.

   As more people "cut the cord" on their home phone and move solely to wireless devices, the wireline revenue that was attached to that phone is not entirely replaced by the wireless surcharge. A portion of the reason this occurs is that the cost models of wireline E911 and wireless E911 are different as well as the surcharge rates themselves create a discrepancy. However the fact is that local PSAPs are experiencing a decline in revenue while costs continue to escalate. The Task Force did attempt to gather data to further study this issue. While they were able to gather data from 62 counties, it was recognized that the data only painted a simplistic picture of a complicated problem. However there was consensus that the PSAPs are experiencing declining revenues. This discussion ultimately led to the Task Force creating the third recommendation of this section, the development of a comprehensive annual budget report to be used by all PSAPs within the state.

   In the 2012 session of the Iowa General Assembly, cost recovery was removed from wireless carriers as a method on increasing revenues for the PSAPs. This effort was based on the fact that the Federal Communications Commission does not require that cost recovery be provided to wireless carriers as part of providing E911 service. In Iowa, wireless carrier cost recovery had been in place since 1998. The carriers desired that cost recovery be returned at the prior rate which is approximately $780,000 per quarter.

   Discussion also focused on equalizing the surcharge rate to remove any disparity between wireline phones and wireless phones. This discussion also carried to the alternative surcharge that can be put in place by voters on wireline phone while the same option is not available to

wireless phone. A desire to treat all customers equally as they all use the same system and are provided the same service was expressed by the Task Force.

The Task Force thus brings forth the following surcharge based recommendations:

- *Raise the wireless E911 monthly surcharge to $1.00.*

- *Equalize all wireline E911 monthly surcharges to $1.00.*

- *Remove the local wireline E911 surcharge referendum.*

- *Remove the local wireline E911 alternative surcharge referendum.*

- *Reinstate wireless service provider cost recovery at the previous level, in this case 13 percent of revenues at the $1.00 per month rate.*

- *Leave the PSAP distribution percentage at 46 percent.*

2. **Do not alter local wireless surcharge funding distribution formula**.

   Presently wireless E911 funds are distributed to the Joint E911 Service Board based on a formula the divided the funds based on 65 percent square miles of E911 service area and 35 percent on the number of wireless calls answered by the PSAP. This formula was adopted in Code of Iowa Chapter 34A.7A(1)(f)2 in 2007.

   Much consideration was given to possible ways to alter the formula. Examples included considering population, assessed value of property, location of phones, and other factors. Many felt it does not bear further consideration.

   The Task Force recommends that the distribution formula defined in the Code of Iowa Chapter 34A.7A(2)(f)2 remain as it presently exists.

3. **Create a PSAP budget process to accurately capture PSAP operational cost data**.

   As discussed in the first recommendation of this section, obtaining consistent and accurate PSAP cost data is extremely difficult. Without accurate data it is difficult to establish sound statewide financial recommendations and equally difficult for lawmakers to act upon those recommendations.

   The Task Force recommends that the E911 Council work with Iowa's E911 Program Manager to create a method for collecting comprehensive expense data from the PSAP. The data gathered should include all costs related to the operation of the PSAP and be cognizant of those costs that are address by E911 surcharges as well as those costs that are addressed by other funding sources. This data is to be collected and aggregated for two years and then reported back to the General Assembly for their review and consideration. The E911 Program Manager will continue

to gather this information after the initial two years so there will always exist up-to-date and accurate PSAP cost data.

Additionally the Task Force recommends that those PSAPS that do not report by March 31 of that year will not be eligible to receive the increase in wireless funds beyond the prior $0.65 surcharge rate received in the past at the local level. If they do not report within one year of March 31, the funds for that year will revert to the Carryover Fund.

4. **Add the E911 Council as part of approval process for Carryover Funds.**

Members of the Task Force expressed a desire for more local input into the process of approving projects for funding from the Carryover Fund. The Carryover Fund is established in Code of Iowa Chapter 34A.7A(2)g. Presently the E911 Program Manager determines which local projects will receive proceeds from the Fund. The Task Force feels that by adding a local component to the review process it will increase the visibility and transparency of projects utilizing Carryover Funds.

The Task Force Recommends that the E911 Council be added as the approving authority for local applications seeking usage of Carryover Funds.

Governance

1. **The E911 Council and Iowa Statewide Interoperable Communications Systems Board should remain separate and unique entities.**

   Recently there has been discussion on merging the E911 Council and the ISICSB into one entity to address both E911 and interoperability issues. The members of the Task Force discussed this during their meeting and also sought guidance from both the Council and the ISICSB.

   While the two bodies have many issues that intersect, the issues still tend to be focused on one of the two. In those instances where they are both working on the same issue, the leadership from both has taken steps to put in place active and open communications. This is evidenced by the fact that the two bodies now hold their meetings on the same day in back-to-back fashion.

   The Task Force recommends that the E911 Council and the Iowa Statewide Interoperable Communications Systems Board remain separate as they presently exist in Iowa Law.

2. **Codify a single point of contact within each county to address issues related to emergency communications, interoperability, and E911**.

   Participants in the Task Force recognized the flow of information regarding emergency communications into and out of the local level is convoluted due to the fact that each county has their own unique form of governance. For example, in some counties the administration of 911 resides with the sheriff's office while in other counties it may be with the emergency manager or even a separate agency. However, it is also possible that emergency communications functions may reside in a completely different agency and in some cases they are not interconnected in any fashion. This can create a situation where the right hand does not know what the left hand is doing.

   The Task Force reached consensus that the most logical place to house this single point of contact would be with the joint E911 service board. Code of Iowa Chapter 34A.3 specifies that the joint E911 service board is responsible for the implementation of E911 service within the county and is afforded methods to provide for its funding. The Code specifies that the funds can be used to address costs related to the receipt and disposition of E911 calls. Thus the Code recognizes that the joint E911 board does participate in not only the receipt of the 911 call but also the dispatching of public safety agencies to respond to the call.   The joint E911 service board appears to be the local agency that is most closely and consistently tied emergency communications at the local level.

   The Task Force recommends that the Code of Iowa, Chapter 34A.3 be amended to require the Joint E911 Service Board to be the single local point of contact for issues dealing with E911 service, emergency communications and interoperability.

3. **A statewide public information campaign needs to be conducted that looks at informing the public as well as elected officials about all aspects of E911 service within Iowa**.

The Task Force recognized that there is a need to increase awareness of and knowledge about E911 service within Iowa. During the Task Force meetings, it became apparent that while the members were extremely knowledgeable about their own part in providing E911 service, it was also apparent that when they got outside of their area, their knowledge level declined quickly.

The obvious follow on is that members of the public would have the same lack of knowledge about the entirety of E911 service. A need exists to educate on how E911 service is funded, how it operates and what benefit it conveys for the public.

Thus the Task Force recommends that the E911 Council engage the Iowa Telecommunications Association (ITA), Rural Iowa Independent Telephone Association (RIITA), Cellular Telecommunications Internet Association (CTIA), National Emergency Number Association (NENA), Association of Public Safety Communications Officers (APCO), and other private vendor and professional organizations to construct and conduct an outreach and education campaign. The intent is to work with private partners to create a self-funded campaign.

Technology, Network Operations, Interoperability

1. **Establish a statewide interoperability vision statement**

    The Task Force felt that the Iowa Statewide Interoperable Communications System Board needs to formally establish an interoperability vision statement for Iowa. Code of Iowa Chapter 80.28 specifies that the Board shall "develop, implement, and oversee policy, operations, and fiscal components of communications interoperability efforts at the state and local level."

    Many of the Task Force participants that represented local government expressed the desire to have a statewide path for them to follow as they work on their own communications systems. They desire to improve interoperability but also want to make sure that they are working toward a common vision and standard. By having the Board create this vision statement, it is felt that it will communicate the overall direction that the state as a whole needs to be moving in to achieve statewide interoperability. *The Task Force recommends that the Iowa Statewide Interoperable Communications System Board formally adopt a Statewide Interoperability Vision Statement for Iowa.*

2. **Mandate the use of the Communication Assets Survey and Mapping (CASM) tool**.

    The Communication Assets Survey and Mapping (CASM) tool is a standardized collection method for emergency response agencies to store and visually display data about their public safety communications assets and how those assets are used. CASM provides a single repository for information about land-mobile radio systems, method of interoperability and how they are used by first responders. The CASM tool also provides the capability for incident commanders to quickly extract data and create tactical interoperability plans involving multiple agencies from all levels of government.

    The Task Force recognizes that the CASM tool confers benefit to all who populate the tool with their data. However, if the data set is missing information, it is only partially effective. *The Task Force recommends that populating the CASM Tool be a mandatory requirement for all responders in Iowa. The Task Force also recommends that the availability of future interoperability grant funding be tied to an agency completing their portion of the tool*.

3. **Establish standard operating procedures and protocols for statewide interoperability channels**.

    While the state does have specified interoperability channels, sometimes referred to as mutual aid channels, presently no standard operating procedures exist for them. In the past this has not been a great hindrance as there are only a few channels available for use by first responders. However, as the number of national interoperability channels is increasing, the need to create clearly-defined operating procedures is also increasing.

The ISICSB is charged with establishing procedures and protocols for interoperable communications per Code of Iowa, Chapter 80.29(3). *The Task Force thus recommends that the ISICSB develop standard operating procedures and protocols for the statewide interoperability channels as well as the national interoperability channels.*

4. **Update state channel plans to include interoperability channels**.

   The State of Iowa has channel plans for VHF, UHF, 800MHz and 700 MHz. These plans have been created over the course of the last four decades. The VHF and UHF plans have been developed by the Law Enforcement Administrator's Telecommunications Advisory Committee (LEATAC) as created in Iowa Administrative Code, Section 661, Chapter 15 while the 700MHz and 800 MHz plans were developed by Federal Communications Commission Region 15 Planning Committee. However, these plans need to be updated to reflect the current environment as well as adding information regarding national interoperability channels and ensuring adequate channels are available for interoperability.

   The Task Force thus recommends that LEATAC and the Region 15 Planning Committee convene to update the channel plans and include the national and state interoperability channels as part of the documents.

5. **Develop standard exercise protocols for emergency communications to support exercises at local, regional and state levels**.

   Communications is becoming a larger focus of emergency exercises as more exercises are becoming multi-agency and multi-jurisdiction in scope. As these exercises increase in scope, the Task Force feels there is a need to develop common protocols that will support the statewide interoperability vision while also encouraging local agencies to use common operating procedures as detailed earlier in this section in exercise scenarios and ultimately in real world events.

   The Task Force recommends that the ISICSB work with the Iowa Homeland Security and Emergency Management Division to create emergency communications focused exercise protocols that will further support the deployment and usage of interoperable emergency communications within Iowa.

6. **Adopt the following standards: Radio – APCO Project 25, E911 – NENA i3, Data – FirstNet**.

   One way to ensure that the state, as a whole, is moving in the same direction with emergency communications is to establish statewide standards for communications equipment. In Iowa, emergency communications is viewed in three elements: radio, data and E911.

   For radios and data within the land-mobile radio system, the nationally recognized standard is Project 25 as created by APCO. Project 25 is a suite of standards for digital radio

communications that are open source and open protocol that allow for interoperability between a wide variety of equipment vendors that build to the standard. Data transmitted over the LMR system is typically over a communications channel and of a speed much slower than the high-speed broadband public safety network, which is a separate data system described below. *The Task Force recommends that the Project 25 standard be formally adopted by the ISICSB within Iowa in accordance with Code of Iowa Chapter 80.29. However the Task Force does recognize that moving to the standard does require time, thus they additionally recommend that agencies be allowed until 2018 to fully implement the standard*.

In the past few years, NENA has put forth their i3 standard for E911 service. The i3 standard provides the technical specifications on how an IP-enabled 911 network should be constructed and how the associated equipment within the network must function. In Iowa, the construction of the i3 standard 911 network has begun. Several PSAPs have voluntarily moved to i3 standard equipment. The Task Force recognizes that for PSAPs to be able to meet future demands of their citizens, they all need to be able to function in the i3 standard environment. *The Task Force recommends that the E911 Program Manager within the Iowa Homeland Security and Emergency Management Division promulgate rules adopting the NENA i3 standard for PSAP equipment within Iowa. The Task Force also recommends that these standards be applied to PSAPs on equipment that is purchased to replace existing equipment. The Task Force does not recommend the wholesale replacement of all PSAP 911 equipment as this would cause a financial hardship for the Joint E911 Service Board*.

The Task Force also recommends that future consideration needs to be given to the work being done at the national level by FirstNet. FirstNet is an independent authority created under the National Telecommunications and Information Administration charged with developing and deploying a nationwide interoperable public safety broadband network. As this network is deployed, the ISICSB must monitor and adopt any needed standards to ensure Iowa is correctly positioned to utilize this new public safety tool.

Finally the Task Force recommends that any equipment purchase requests seeking to utilize funds managed at the state level be required to purchase equipment that meets the above listed appropriate standard.

PSAP Operations

1. **Create a process to accurately capture workload data for all Public Safety Answering Points within Iowa.**

    Obtaining workload data from the PSAPs in Iowa is difficult as they have no consistent method of gathering the data. The Task Force struggled to fully understand what the PSAPs needs are for both technology and personnel. These same questions have been asked by the General Assembly in the past with the same frustration experienced by the Task Force. For sound decisions to be made about how to effectively manage PSAP operations, sound, reliable data must be available.

    The Task Force recommends that the E911 Council work with the Iowa Chapters of NENA and APCO to adapt national models for gathering work load data at the PSAP. Once the Council has established the method for gathering and aggregating the data, the point of contact as identified in governance recommendation #1 would be responsible for implementing the collection of the data at the PSAP level. This data would then be aggregated and made available for future reference when requested by the General Assembly or members of the public.

2. **Implement APCO Project RETAINS to determine proper staffing levels at the PSAP**.

    In 2004 APCO conducted a national study of staffing and retention issues at the PSAP level. From this study APCO developed the RETAINS tool. The tool is comprised of three elements: the staffing estimator, retention rate calculator and the employee satisfaction survey.

    Project RETAINS provides the PSAP with research-based tools that can be applied to any PSAP, irrespective of size, and used to more effectively manage the operation. By having all PSAPs within Iowa use the tool, it would have the PSAPs using the same methodology to make staffing decisions. It would also generate staffing data and needs in a consistent fashion thus providing a comprehensive picture for decision makers to use in the future. Project RETAINS will enable the PSAPs to further paint a complete picture of their operations. The point of contact as identified in governance recommendation #1 would be responsible for implementing Project RETAINS at PSAP under their control.

    The Task Force recommends that Project RETAINS be implemented at Iowa PSAPs for the purpose determining proper staffing levels at the PSAP.

Task Force Participants

Peggy	Arends	Webster City
Shawn	Bayouth	Ames Fire Department
John	Benson	Iowa Homeland Security and Emergency Management
Jim	Bogner	ISICSB
Rod	Bradley	Denison Police Department
Nancy	Brady	Iowa Law Enforcement Academy
Samantha	Brear	Polk County Emergency Management
Terry	Brennan	RACOM
Susan	Cameron	GovCom
Beth	Canuteson	AT&T
Kate	Carlucci	Iowa League of Cities
Jamie	Cashman	Polk Co
Stephanie	Cassioppi	U.S. Cellular
Thomas	Craighton	Franklin County Hospital
Eric	Dau	Clinton County Communications
Curtis	Dean	Iowa Association of Municipal Utilities
Rob	Dehnert	City of West Des Moines - Westcom
Bridget	Edson	Floyd County Emergency Management
Michael	Ehret	Dickinson County Emergency Management
Susan	Fenton	Multi-Client Lobbyist
Diana	Fincher-Smith	Lee County Sheriff
Judy	Flores	Black Hawk County Communications
Patrick	Fucik	Sprint
Elizabeth	Glade	Hardin County Sheriff's Office
Shane	Gomzo	Advocacy Strategies (Came w/ Kent Hartwig)
Dave	Gordon	Motorola
John	Halbrook	Iowa Homeland Security and Emergency Management
Sally	Hall	Iowa County E911
Dan	Halterman	Frontier Communications
Kent	Hartwig	Advocacy Strategies
Tom	Heater	Greene County Sheriff
Dewey	Hildebrandt	Bremer County Sheriff's Office
Brian	Hitchcock	Scott Emergency Communications Center (SECC)
Leon	Hofer	Iowa Network Services
Steve	Holmes	RACOM
Doug	Houghton	Ames Police Department
Joe	Hrdlicka	Iowa Telecommunications Association
Brian	Johnson	Multi-Client Lobbyist
Marlys	Jones	Windstream Communications
David	Kaus	i wireless

Nancy	Kay	
Rob	Koppert	Cass County 911
Lori	Lacina	Muscatine County 911
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Teresa	Lang	Marshall County Communications
Tom	Ling	Mills County E911
Scott	Locker	Polk County Sheriff's Office
Tim	Malott	Cedar County E-911 Service Board
Joe	McCarville	Cedar Rapids Police
Charlie	McClintock	Cedar Rapids Police
Michael	McDermott	Verizon Wireless
Tim	McGee	Lucas County Sheriff's Office
Dina	McKenna	ISICSB/Story County Sheriff's Office
Gary	Mikulec	Iowa Police Chief's Association
Ron	Miller	ISICSB
Chris	Moore	Pottawattamie County Sheriff's Office - 911
Sandy	Morris	Des Moines Police
Mark	Murphy	City of Dubuque
Sheila	Navis	Rural Iowa Independent Telephone Association
Luanne	Paper	Hamilton County Sheriff's Office
Rick	Penning	Grundy County Sheriff
Dan	Pickett	Bremer County Sheriff's Office
Steven	Ray	Iowa State Patrol Communications
Lori	Riley	Pella Police Department
Michael	Sadler	Centurylink Communications
Glenn	Sedivey	Woodbury County Communications
Bob	Seivert	Shelby Co EMA 911
Cherese	Sexe	Humboldt County E911
Rick	Singleton	City of Des Moines
Nathan	Smith	
Ed	Sohn	Ida County Emergency Management
Cara	Sorrells	Washington County 911
Michael	St Clair	Multi-Client Lobbyist
Michael	Tupper	Marshalltown
Julie	Twedt	Hardin County Sheriff's Office
Brenda	VandeVoorde	Fayette County E911
Craig	Walter	Verizon
Roxane	Warnell	Hardin County EMA
Loretta	Welcher	Delaware County 911 Communications/ILEA Board
Robert	Younie	Iowa DOT
Steve	Zimmer	US Cellular