

2016-2018 STRATEGIC PLAN



**SECB**

**Statewide Emergency  
Communications Board**





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# INTRODUCTION



The Statewide Emergency Communications Board (SECB) is responsible for providing Minnesota residents and public safety responders with multiple and reliable means of communications before, during and after emergencies. This strategic plan will outline the SECB's priorities and funding strategies to:

- Ensure advances in technology will be implemented to enhance the ability for all residents to call for help.
- Provide confidence that responders in every corner of the state have the ability to communicate with each other during every public safety incident.
- Enable all counties to effectively alert and warn residents and visitors of impending danger.

The SECB provides leadership to set the vision, priorities and technical roadmap for interoperable communications across the state.

Public safety stakeholders, including law enforcement, fire, emergency medical, emergency management, technology experts, state agencies, health care systems, elected officials, a subset of the SECB and legislative staff, provided input for this plan.

## **Minnesota Department of Public Safety Mission**

The Department of Public Safety is committed to protecting citizens and communities through activities that promote and support prevention, preparedness, response, recovery, education and enforcement. These objectives are achieved through a focus on saving lives, providing efficient services, maintaining public trust and developing strong partnerships.

## SECB Mission

Enable emergency responders and citizens to communicate easily and respond immediately in critical emergency situations by providing reliable and robust systems for interoperable communications across county, state, federal and tribal regions.

## SECB Vision

The safety of Minnesota’s emergency responders, citizens and visitors is accomplished through state-of-the-art interoperable public safety communications systems.

## Core Values

- Fairness
- Integrity
- Consistency



# BOARD HISTORY

The SECB began as the Statewide Radio Board with 2004 legislation. Minnesota Statute 403, Chapter 201, Section 1 created the SECB and provided for its composition and responsibilities. The original primary functions were to implement the Statewide Interoperable Public Safety Radio and Communications System Plan and develop a project plan for the Allied Radio Matrix Emergency Response System (ARMER).

The ARMER system is now one of four elements of public safety interoperable communications. The SECB also develops plans, standards and best practices for Next Generation 911 (NG911), the Integrated Public Alert and Warning System (IPAWS) and FirstNet, which is the proposed Nationwide Public Safety Broadband Network (NPSBN).

Changes to the composition of the SECB were made in 2005, 2006 and 2013.

The SECB is a 20-member board codified in Minnesota law. Participants are from state and local governments as well as multiple public safety

disciplines and represent all corners of the state. The governor appoints six members. One of the reasons for its success is the balance of power. One third of the SECB is from greater Minnesota, one third is from the Twin Cities metropolitan area and one third is from state government.

The SECB consists of the following members or their designees:

- Commissioner of Public Safety
- Commissioner of Transportation
- State Chief Information Officer
- Commissioner of Natural Resources
- Chief of the Minnesota State Patrol
- Chair of the Metropolitan Council
- Two elected city officials (one from the nine-county metropolitan area and one from greater Minnesota, appointed by the governing body of the League of Minnesota Cities)



# BOARD COMPOSITION

- Two elected county officials (one from the nine-county metropolitan area and one from greater Minnesota, appointed by the governing body of the Association of Minnesota Counties)
- Two sheriffs (one from the nine-county metropolitan area and one from greater Minnesota, appointed by the governing body of the Minnesota Sheriffs' Association)
- Two chiefs of police (one from the nine-county metropolitan area and one from greater Minnesota, appointed by the governor after considering recommendations made by the Minnesota Chiefs of Police Association)
- Two fire chiefs (one from the nine-county metropolitan area and one from greater Minnesota, appointed by the governor after considering recommendations made by the Minnesota Fire Chiefs' Association)
- Two representatives of emergency medical service providers (one from the nine-county metropolitan area and one from greater Minnesota, appointed by the governor after considering recommendations made by the Minnesota Ambulance Association)
- The chair of the Metropolitan Emergency Services Board
- A representative of one of the six regional emergency services/communications boards of greater Minnesota on a rotational basis

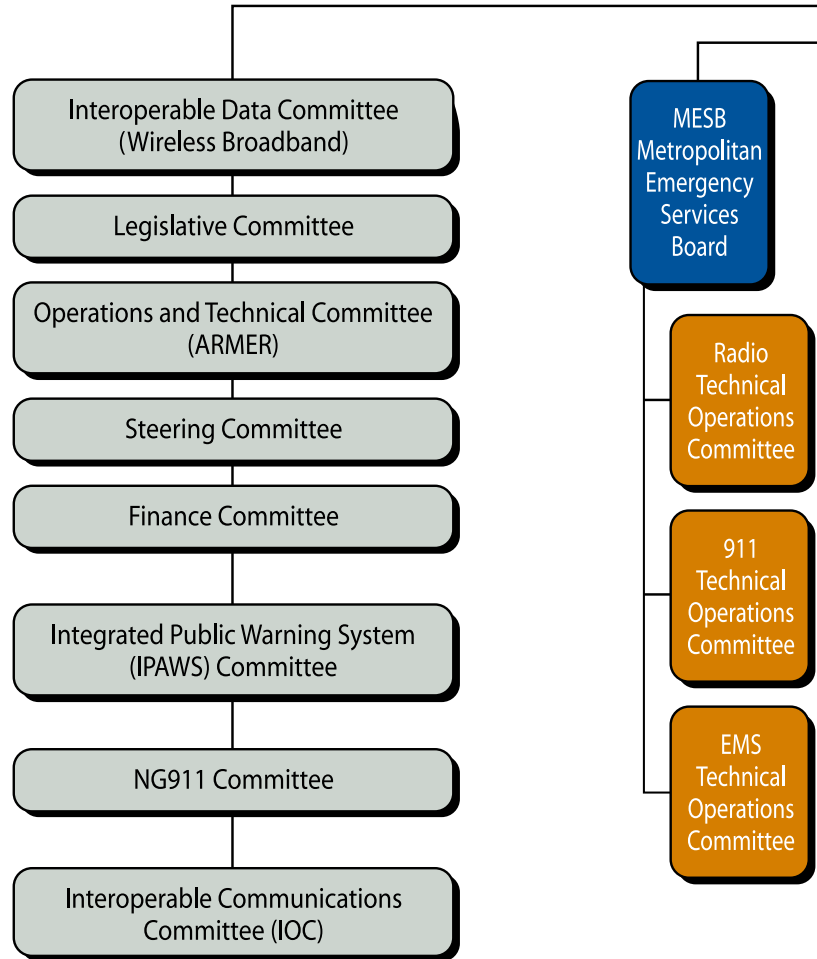


# BOARD GOVERNANCE STRUCTURE

The SECB and the seven regional emergency services/communications boards (ESBs/ECBs) are at the center of Minnesota’s interoperable public safety communications governance structure. Reporting to each board are subcommittees and workgroups. SECB committees and workgroups are composed of subject-matter experts who advise SECB in rulings pertaining to each committee or workgroup’s particular area of expertise. Two regional ESBs and five ECBs perform a similar function for each of seven multi-county regions of the state.

This governance structure ensures that the SECB acts on issues with the full input of public safety and government officials across Minnesota, representative of the diverse geographies, disciplines, authorities and areas of expertise through the state.

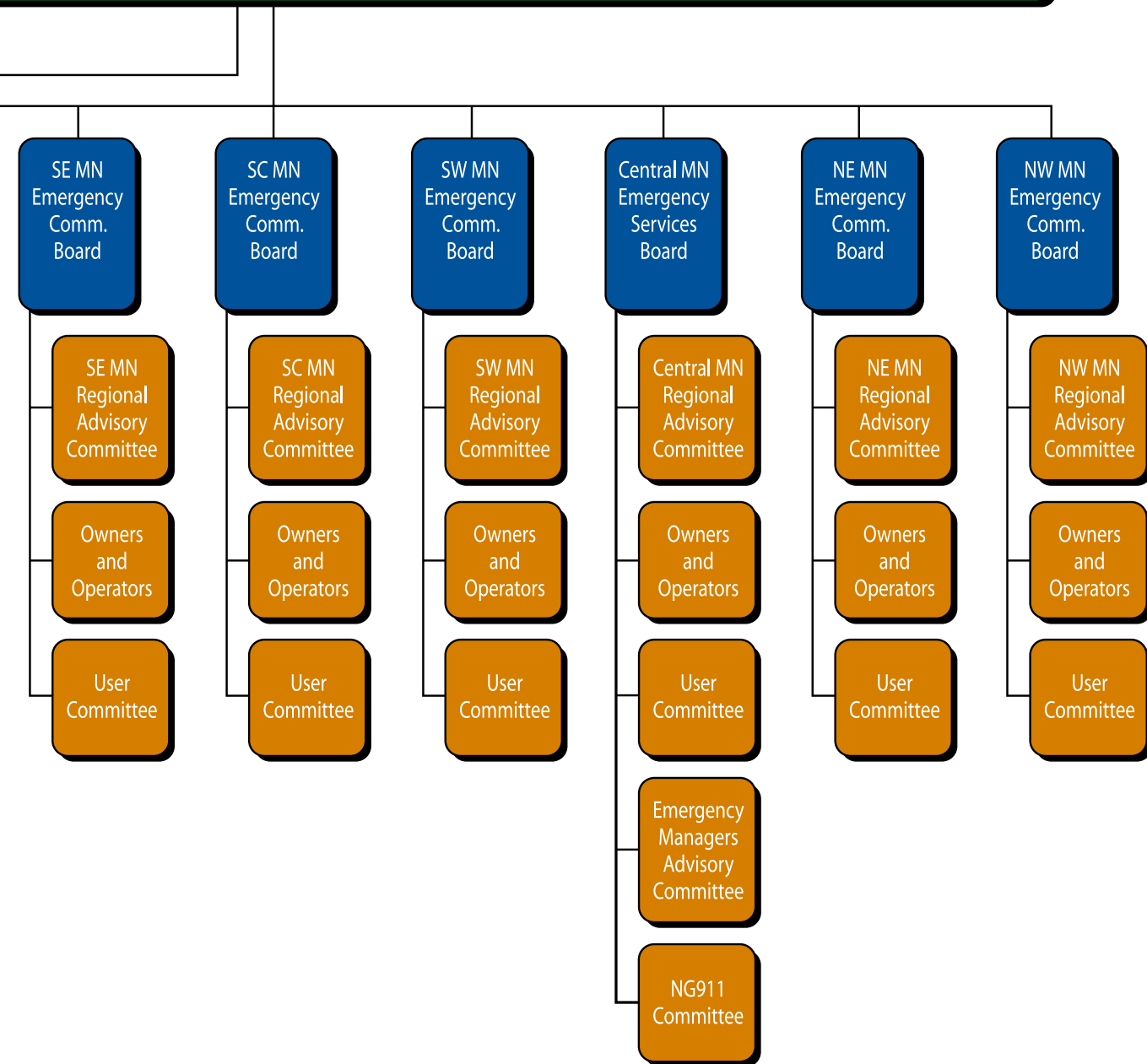
## Statewide Emergency Communications Board (Statewide)





# Emergency Communications Board

(Statewide Interoperability Executive Committee)



**BOARD GOVERNANCE STRUCTURE**

# COMMITTEES

## Finance

Advises the SECB on all matters that have a financial impact on the SECB, its members and users of public safety communications systems across Minnesota.

## Integrated Public Alert and Warning System (IPAWS)

Advises the SECB on matters related to the IPAWS. Coordinates and establishes policies, procedures, and protocols for the expansion of IPAWS through public and private partnership.

## Interoperable Communications (IOC)

Advises the SECB on all matters related to public safety communications interoperability. The committee engages a wide and diverse group of stakeholders to consider and provide guidance on matters such as:

- Interaction of ARMER radio users from different geographical regions

- Interaction of ARMER users from different disciplines: fire, emergency medical services, law enforcement, public works and state and federal entities such as the National Guard and the FBI
- Connectivity and procedural matters related to how ARMER users interact and connect with non-ARMER users
- Connectivity and procedural matters in communicating with neighboring states and Canada
- Implementation of national mutual aid channels
- Evaluation of existing and new technologies as they relate to interoperability resources

## Interoperable Data (Wireless Broadband)

Advises the SECB on all matters relating to wireless broadband for public safety, including consultation with FirstNet on the NPSBN.



## Legislative

Advises the SECB on all matters related to legislation and government affairs that have the potential to impact SECB, its members and users of public safety communications systems across Minnesota.

## Next Generation 911 (NG911)

Advises the SECB on all matters relating to uniform 911 network design characteristics and policies and procedures to ensure Public Safety Answering Point (PSAP) interoperability across the state using open architecture and implementation of a coordinated statewide NG911 plan. The NG911 Committee will plan the migration to, use of, and maintenance for the statewide NG911 system.

## Operations and Technical (OTC)

Advises the SECB on matters that pertain to the operational and technical aspects of the ARMER system. The committee reviews all participation plans and infrastructure modifications and additions. Any proposed changes are reviewed and forwarded

to the SECB. The committee has representation from all regions of the state, thus assuring that all issues that are brought forward are discussed and vetted through a process that assures that all interests are represented. The committee also reviews any proposed changes to the operational standards and forwards them to the other committees as appropriate.

## Steering

Advises the SECB on all policy decisions and provides oversight of the SECB's outreach and education efforts.

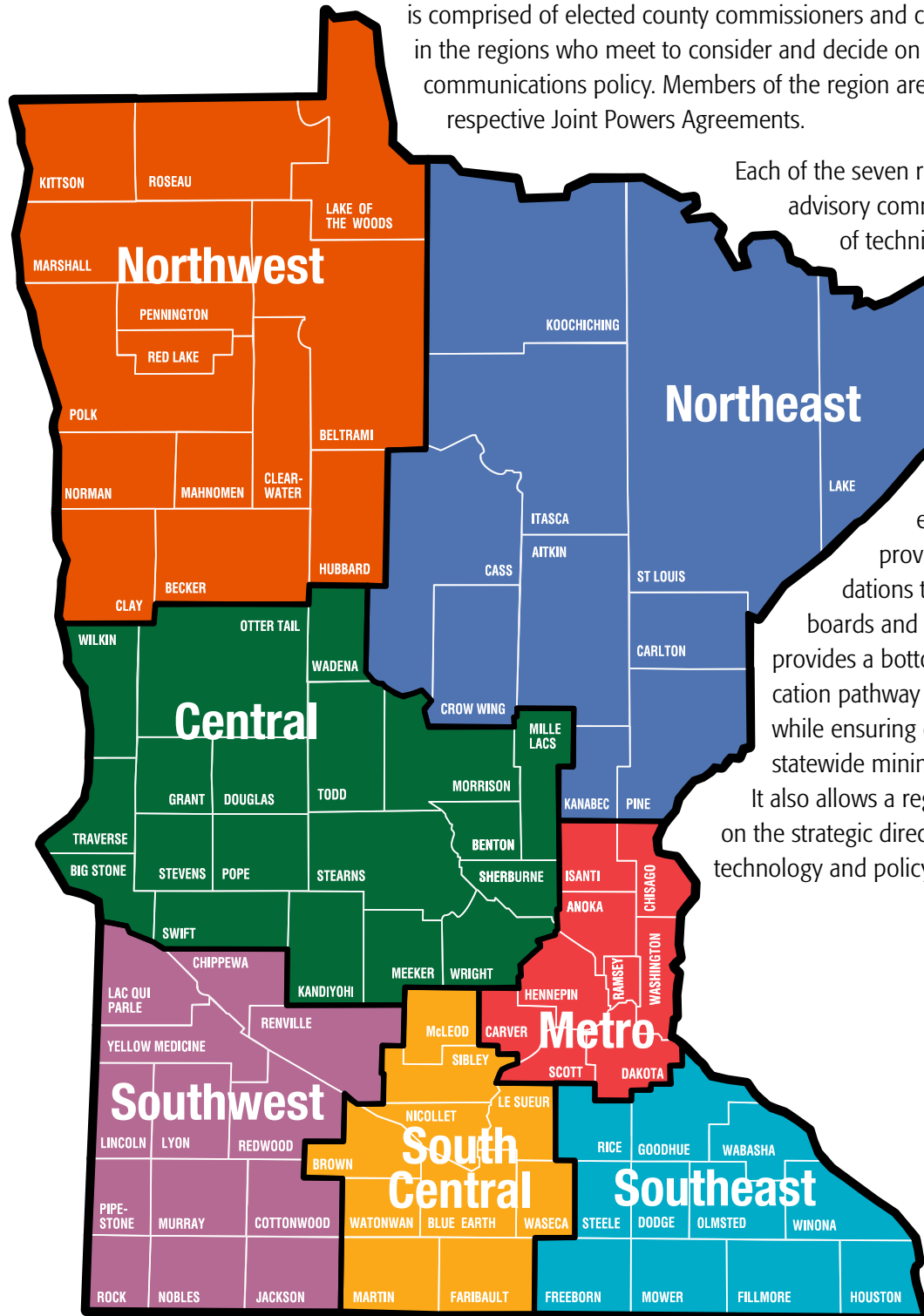




# REGIONAL BOARDS AND COMMITTEES

The Minnesota Legislature and the SECB have identified seven emergency services/communications regions of the state and empowered the regions to establish governance structures. The geographical regions are: northwest, northeast, central, metropolitan Twin Cities, southwest, south central and southeast. The SECB

is comprised of elected county commissioners and city officials located in the regions who meet to consider and decide on regional emergency communications policy. Members of the region are part of the respective Joint Powers Agreements.



Each of the seven regions uses advisory committees, composed of technical, operational and administrative subject matter experts, which provide recommendations to the regional boards and the SECB. This provides a bottom-up communication pathway for system users, while ensuring compliance with statewide minimum requirements. It also allows a regional impact on the strategic direction for future technology and policy.

## Funding Sources

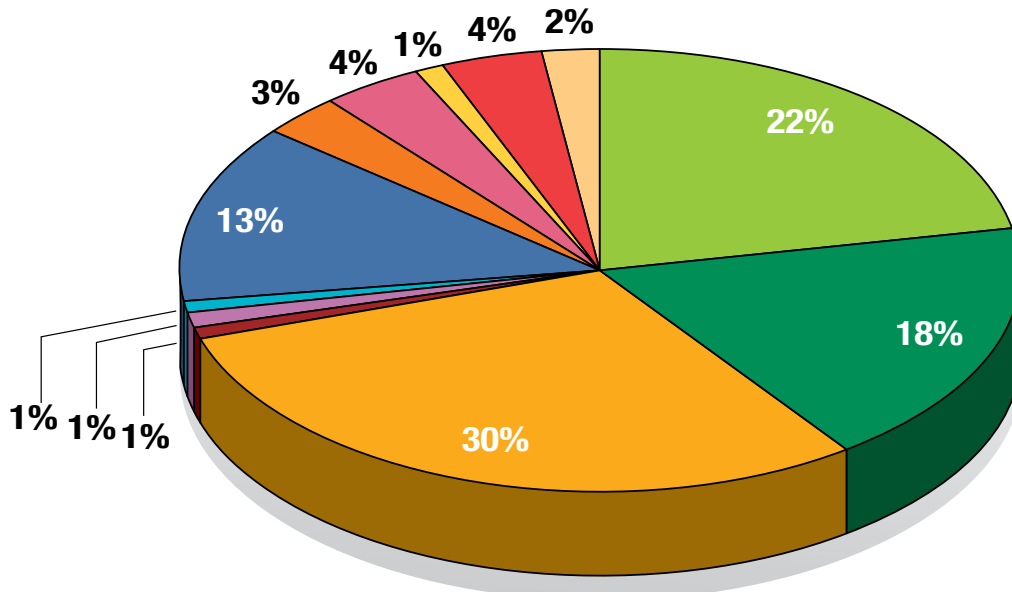
### 911 Fees

The public safety emergency communications programs are funded only with revenues collected from the 911 fee paid by every Minnesota telephone communications customer and deposited in the 911 Special Revenue Account. The radio system backbone infrastructure is provided through revenue bonds sold by the state and paid for through the 911 fee.

### The 911 Special Revenue Account provides funds for the following:

- Operating budget of Emergency Communication Networks Division (ECN)
- Statewide 911 program
- NG911 network backbone
- Wireline telephone company costs to connect to the 911 network
- Equipment and dispatch proficiency expenses for 104 PSAPs, also known as 911 call answering centers
- Debt service on the revenue bonds sold to construct the ARMER backbone
- ARMER backbone maintenance and operation costs
- Minnesota’s public safety communications interoperability program
- SECB
- Grants to local units of government for the purpose of furthering the SECB’s strategic direction

### Emergency Communication Networks Budget for FY 16 and FY 17 Combined



- |  |  |   |                                   |
|--|--|---|-----------------------------------|
| ■ NG911 and Legacy Network Operations \$32,667,884 | ■ Medical Resources \$1,366,000              | ■ ARMER Maintenance Budget \$19,300,000 | ■ Text to 911 \$3,000,000         |
| ■ 911 PSAP Obligations \$27,328,000                | ■ SECB Budget \$2,000,000                    | ■ MndOT 7.19 Cost \$5,000,000           | ■ NG911 GIS Project \$6,400,000   |
| ■ ARMER Debt Services \$46,522,000                 | ■ ARMER Interoperability Program \$1,484,812 | ■ Local 7.19 Grant \$6,500,000          | ■ ECN Operating Costs \$2,584,304 |

# STRATEGIC PLANNING

In September 2014, the SECB hosted a two-day stakeholder meeting to gather input to identify and address the emergency communications challenges facing the state. Discussions at the meeting included the following:

## Changes in public safety communications during the last 25 years:

- Computers
- Cell phones
- Internet
- Smart devices
- Squad car technology
- Public safety apps

## Public safety communications gaps and challenges:

- Advances in technology are accompanied by related security risks
- The appetite for technology outpaces the ability to both implement and fund new systems
- Minnesota's increasingly culturally diverse population creates demand for the dissemination of public information in languages other than English
- Text to 911 is in demand from both young and older Minnesotans
- Existing staff are retiring from service. Training skilled replacements will be challenging and critical
- The skill-set requirements for staff will change with advancements in technology

## Trends:

- Increased demands and expectations on all first responders
- Need for both consistency and reliability
- Requirement for sustainable funding
- Ability to connect with disenfranchised communities
- Need for well-prepared staff



- Technical changes and associated challenges
- Interfacing applications and systems

## Criteria for strategic plan:

- Establishing a balance of control
- Prioritizing needs
- Providing equitable funding
- Adopting optimum technology

# ECN AND SECB GOALS AND OUTCOME MEASURES

**Goal 1: Evaluate technology to provide optimal systems to secure paramount public safety solutions for Minnesota citizens, visitors and emergency responders. These are the overarching goals.**

## **ARMER:**

### **Strategy:**

ECN and the Minnesota Department of Transportation (MnDOT) will evaluate and implement software upgrades to ensure efficient system performance and avoid huge upgrade costs in the future.

### **Tactics:**

- ECN and MnDOT to develop and secure funding for a five-year software and hardware upgrade plan with Motorola **2Q 2015 – Achieved**
- ECN to secure legislative approval to fund 50% of the hardware upgrade costs for end-of-lifecycle equipment and prepare for version 7.19 hardware upgrade **2Q 2015 – Achieved**
- ECN and MnDOT enter into five-year contract with Motorola for the 7.15 and 7.19 Software and Upgrade Agreement Plus to include software and hardware for both the state and local agencies **4Q 2015 – Achieved**
- MnDOT to include 7.19 hardware upgrade costs of local agencies in bill-back contracts to local agencies **2Q 2016**
- ECN and MnDOT to create tool to track upgrade status and report monthly to OTC and SECB. **1Q 2016**

### **Strategy:**

Provide seamless interoperable communications to all 87 counties and 11 tribal nations.

### **Tactics:**

- ECN with workgroup members to perform Standards review and refinement on an annual basis with input from various workgroups made up of users **50% of standards by 4Q 2016 and 50% by 4Q 2017**
- ECN to perform Best Practices review and refinement on an annual basis **4Q 2016**
- ECN to research technology advancements to improve radio communications and make recommendations to IOC on border state interoperability **4Q 2016**
- ECN, in conjunction with MnDOT and State Patrol, to complete Ontario, Canada interoperability project plan **2Q 2016**
- ECN, in conjunction with MnDOT and State Patrol, to create a project plan for Manitoba, Canada interoperability **1Q 2017**
- ECN, in conjunction with IOC stakeholder workgroup, develop Communications Unit (COM-U) program direction and plan **3Q 2016**
- ECN, in conjunction with IOC stakeholder workgroup, develop COM-U training and exercise program **4Q 2016**
- ECN and MnDOT to review, revise Change Management Standard and Procedures **2Q 2016**
- ECN to assess testing, use and status of Strategic Technology Reserve (STR) resources **4Q 2016**
- ECN to identify and publish all permanently installed and functional non-ARMER interoperability resources **2Q 2017**
- ECN to work with stakeholder workgroup to update Minnesota Field Operations Guide (MnFOG) **4Q 2016**



# ECN AND SECB GOALS AND OUTCOME MEASURES

## Next Generation 911

### Strategy:

ECN and NG911 provider to implement a statewide interoperable text-to-911 solution in response to the Federal Communications Commission (FCC) mandate and as an alternate method of accessing 911 for those who are deaf and hard of hearing or in a situation where speaking might create danger, such as a burglary in progress or domestic assault.

### Tactics:

- ECN and Department of Administration to award contract to vendor **1Q 2016**
- ECN to identify one PSAP deployment in each of the seven regions to handle texts for that region **3Q 2016**
- ECN to notify FCC of intent to deploy with all carriers statewide **3Q 2016**
- ECN and The Department of Public Safety Communications Division to prepare media announcement and public education campaign plan **3Q 2016**
- ECN and Alexandria Technical College to prepare training for PSAP personnel **3Q 2016**
- ECN to deliver training to PSAP personnel **3Q 2016**
- ECN to coordinate vendor install and testing with seven regional PSAPs **2Q 2017**
- ECN to alert FCC that text to 911 is available statewide **2Q 2017**
- ECN to work with all 104 PSAPs to implement as ready **Begin 2017 and continue through 2018**

### Strategy:

ECN and MNGEO to implement statewide geographical information system (GIS) geospatial database to support location-based routing for all current technology devices to 911 that will enable first responders to locate a wireless caller with more speed and accuracy.

### Tactics:

- ECN and Minnesota Geospatial Information Office (MNGEO) to conduct county GIS and 911 data assessment report card for metro and NE regions **2Q 2016**
- ECN and MNGEO to conduct county GIS and 911 data assessment report card for all regions **4Q 2016**
- ECN and MNGEO in collaboration with the MESB and NEECB to start synchronization of 911 data and GIS for metro and NE **Begin 2Q 2016**
- ECN and MNGEO with county to start synchronization of 911 data and GIS for rest of counties **Begin 3Q 2016**
- ECN and MNGEO to architect data maintenance workflow from county submission to final product for NG911 call routing use **2Q 2016**
- ECN and MNGEO to implement GIS portal for local use **2Q 2016**
- ECN and MNGEO and individual county to set up to access and upload GIS data on routine basis **4Q 2016**
- ECN and MNGEO and GIS subcommittee develop GIS data requirements standard for NG911 **3Q 2016**

### Strategy:

ECN and Department of Administration to enter into three-year contract with NG911 solution provider for a statewide NG911 solution.



**Tactics:**

- ECN and Department of Administration to request best and final offer pricing **1Q 2016**
- ECN and Department of Administration to award NG911 Request for Proposal (RFP) **1Q 2016**
- ECN and Department of Administration to negotiate NG911 contract **2Q 2016**

**Strategy:**

ECN and Minnesota Information Technology (MN.IT) with input from wireless carrier third party vendors to implement online Wireless E911 Routing Management (WERM).

**Tactics:**

- ECN and MN.IT to obtain wireless carrier’s current carrier site information and upload into database **1Q 2016**
- ECN and MN.IT to load data and test with carriers **1Q 2016**
- ECN and MN.IT to develop end-user training materials **2Q 2016**
- ECN to roll out training to PSAPs **2Q 2016**
- ECN and MN.IT WERM deployment date **2Q 2016**

**Strategy:**

ECN and MN.IT to implement online statewide 911 network asset and invoice management tool.

**Tactics:**

- ECN to complete end-to-end 911 circuit inventory **2Q 2016**
- ECN and carrier to resolve discrepancy between inventory and invoice **3Q 2016**
- ECN and MN.IT load invoice inventory data for testing **2Q 2016**
- ECN to initiate carrier network resizing for legacy wireline network **4Q 2017**
- Contract renewal with carriers in conjunction with inventory resolution and carrier report card completion **Begin 4Q 2016 and continue through 2017**

**Integrated Public Alert and Warning System (IPAWS)**

**Strategy:**

Promote statewide deployment and adoption of IPAWS to facilitate communication to the public when the need arises. This alerting system uses locally issued wireless emergency alerts and Emergency Alert System (EAS) messaging in situations requiring those in harm’s way to take protective action, such as an active shooter scenario, train derailment or nuclear power plant incident.

**Tactics:**

**Implementation:**

- Homeland Security and Emergency Management (HSEM), IPAWS Committee and ECN to develop work plan for implementation **1Q 2016**
- HSEM and IPAWS Committee to develop three-phase county implementations of IPAWS based on existing mass-notification systems in place and location of county to Class 1 rail lines **1Q 2016**
- HSEM and ECN to explore avenues for shared county IPAWS implementations **2Q 2016**
- HSEM and ECN to identify possible applications for multi-lingual technology and secure funding to implement **3Q 2016**



# ECN AND SECB GOALS AND OUTCOME MEASURES

## Outreach:

- HSEM, IPAWS Committee and ECN to promote IPAWS adoption at public safety conferences, training events and meetings **Ongoing**
- HSEM, IPAWS Committee and ECN to continue public outreach and education through radio/television/newspaper and public service announcements **Ongoing**
- HSEM, IPAWS Committee and ECN to prepare one-page brief on IPAWS for legislators and county board members **1Q 2016**
- HSEM, IPAWS Committee and ECN to prepare one-page brief on IPAWS for sheriffs who have not enlisted in IPAWS **1Q 2016**
- HSEM, IPAWS Committee and ECN to prepare one-page brief for broadcasters that defines role in IPAWS as a partner in public information and warning **1Q 2016**

## Training:

- HSEM and ECN to develop training and exercises templates for county personnel to obtain proficiency on IPAWS
- HSEM and ECN to develop online training modules for IPAWS for county refresher training
- HSEM and ECN to train EAS participants (radio/television/cable) on technical aspects of IPAWS system, identifying how they interface with IPAWS

## Technical Assistance:

- HSEM and ECN to assist jurisdictions with testing, training and evaluating IPAWS implementation **Ongoing**
- HSEM and ECN to assist jurisdictions that have received their public alerting authority from the IPAWS program office, giving support needed for proper implementation **Ongoing**

## Funding:

- HSEM and ECN to secure grant funding sources to assist jurisdictions in obtaining and maintaining systems **Ongoing**

## Wireless Broadband for Public Safety

### Strategy:

Evaluate the requirements and features of a reliable dedicated public safety broadband system that would guarantee access to data in high-demand situations when commercial carriers are not available or systems are overloaded.

### Tactics:

- ECN to continued consultation with FirstNet regarding the NPSBN and meet requests for data as required **Ongoing**
- ECN to provide Phase 2 data collection to FirstNet **3Q 2015**
- ECN to engage tribal leaders through regional meetings **Ongoing**
- ECN and Steering Committee to create committee membership for tribal participants **4Q 2016**
- ECN, in coordination with FirstNet staff, to assist with developing NPSBN state plan with participation from FirstNet based on NPSBN network design and state public safety requirements **4Q 2016**
- ECN with support of Televate to advise the SECB and gubernatorial staff about the risks and benefits of participating in the FirstNet NPSBN **1Q 2017**

## Goal 2: Ensure adequate resources at the state and local levels of government to support current and emerging public safety communications technology.

### Strategy:

Secure funding for state and local units of government to support the most efficient, reliable and cost-effective public safety communications systems.

### Tactics:

- ECN to raise the 911 fee from 78 cents to 95 cents, as allowed by statute, to support SECB initiatives **Achieved 1Q 2016**
- ECN, with support of Finance Committee and Grants Workgroup, to encourage regional funding prioritization providing grant opportunities to regions **Ongoing**
- ECN to work with Finance Committee and SECB funding to create ongoing grant program to support regional priorities such as training, exercises and hardware equipment that support SECB initiatives **Ongoing**
- ECN and Department of Management and Budget to research early ARMER bond payoff to prepare for future funding expenditures **2Q 2016**
- ECN to complete a PSAP Life Cycle Funding Assessment to understand the future dollars needed to maintain and upgrade public safety communications technology **3Q 2016**
- ECN to explore other possible funding mechanisms, such as adding the 911 fee to other technologies that can initiate a 911 request for assistance but are not currently assessed the 911 fee **4Q 2016**



# ECN AND SECB GOALS AND OUTCOME MEASURES

## Goal 3: Ensure all stakeholders understand public safety communications and its critical role in all aspects of public safety.

### Strategy:

ECN and SECB members to educate decision-makers about the criticality of public safety communications systems and changes necessitated by consumers' changing technology behaviors.

### Tactics:

- ECN and SECB members to conduct annual training for elected officials at pertinent conferences and quarterly meetings **Ongoing**
- ECN and Legislative Committee to foster a core group of legislators to champion public safety communications initiatives **2Q 2016**
- ECN and Legislative Committee members to educate the stakeholder association members on public safety technology's role in efficient emergency response; communicate legislative initiatives and SECB strategic initiatives **Ongoing**
- ECN staff to conduct regional summits in every region to educate regional decision makers and users about the goals, accomplishments and current concerns **Completed two regions in 2015, ongoing in 2016**
- ECN to ensure the SECB website is up to date with current information on goals, accomplishments and meeting minutes **Ongoing**
- ECN to ensure that ECN website is current with information on goals, accomplishments and What's New **Ongoing**
- ECN to provide quarterly updates via newsletters and email distribution lists **Ongoing**
- ECN to use social media, such as Facebook and Twitter, to update local users and public on goals, current accomplishments and events **Ongoing**
- ECN and Steering Education and Outreach Work Group to create SECB letterhead and PowerPoint materials for concise messaging of SECB and committee work **1Q 2016**

### Strategy:

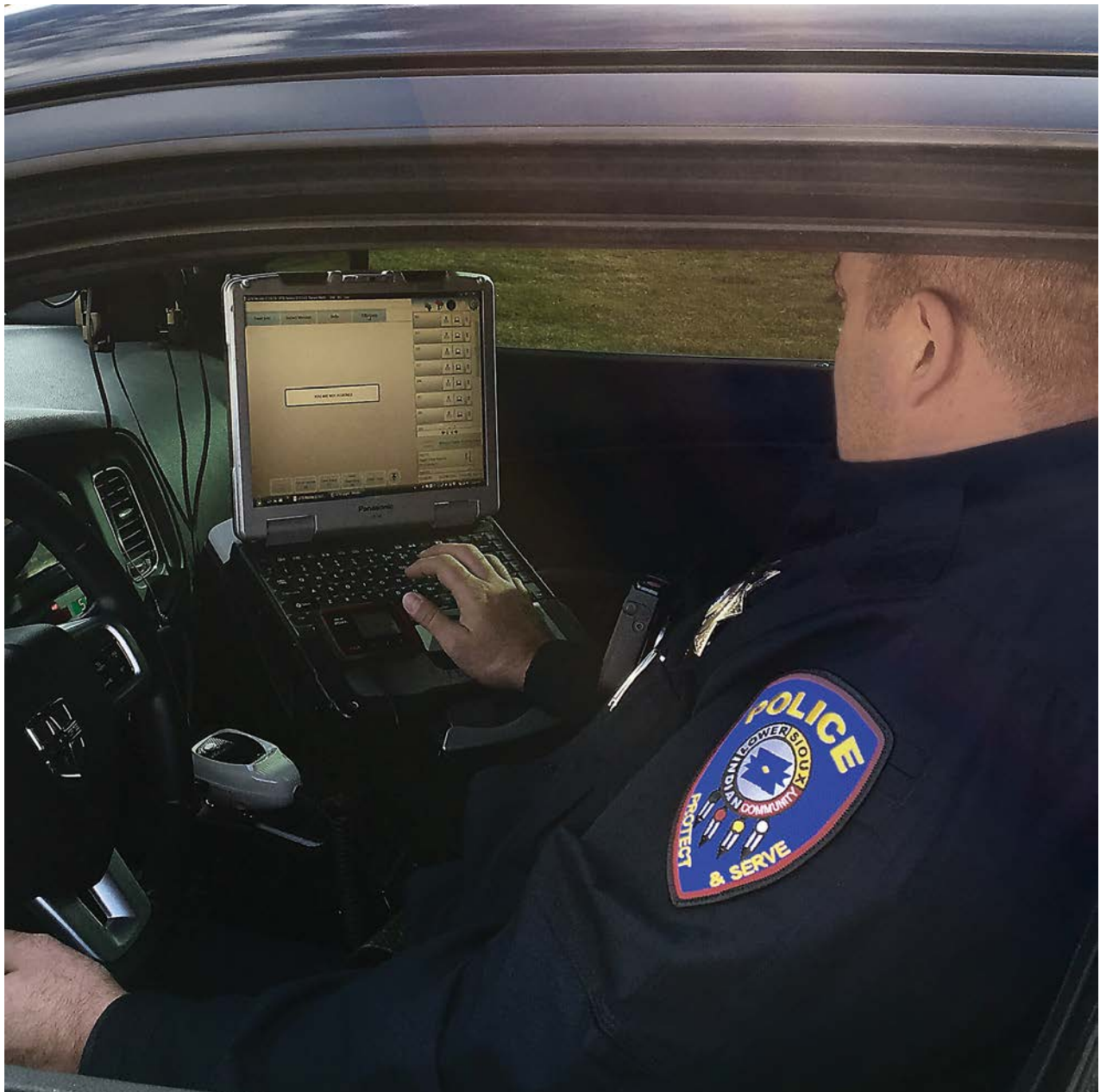
ECN to provide training opportunities to system users to ensure first-rate performance on new or infrequently used technologies.

### Tactics:

- HSEM, ECN and Alexandria Technical college to create online IPAWS refresher training **3Q 2016**
- ECN, with IDC Committee and Regional Interoperability Coordinator (RIC) support, to continue education and outreach program for FirstNet focusing on updating the ECN FirstNet webpage; creation of online training modules and other training opportunities to public safety stakeholders **Ongoing**
- ECN to review and update training materials on the Alexandria Technical online training website **2Q 2016**
- ECN to identify new training required to support new technology **Ongoing**
- ECN, with HSEM and SECB, to provide grant funding opportunities to local units of government and public safety entities to promote ongoing training and exercises **Ongoing**

**Tactics: (continued)**

- ECN to review COM-U training and exercise goals in coordination with the COM-U program direction and plan **4Q 2016**
- ECN to create and deliver WERM training to local units of government **2Q 2016**
- ECN and Alexandria Technical College to create and deliver WERM on line refresher training **2Q 2016**



ECN AND SECB GOALS  
AND OUTCOME MEASURES

# SUMMARY

Because of the work of the SECB and its committees, the public is better able to call for help; 911 call takers and dispatchers are better equipped to handle those calls; public safety responders are safer; and elected officials and community leaders are more knowledgeable about the resources in their hometowns. The work of the SECB is largely unknown to the general public. Its dedicated members spend countless hours before and after their regular work hours digesting information upon which they base decisions that affect jurisdictions across the state. SECB and its committees provide the standards that

create uniformity in current statewide interoperable communications. In the months and years to come, the SECB will lead the way to an improved 911 system, providing guidance to counties and cities of the first class using new integrated alert and warning software that will provide life-safety information on newer model cell phones. Finally, it will provide direction for Minnesota's participation in the future Nationwide Public Safety Wireless Broadband Network.







Minnesota Department of Public Safety  
Emergency Communication Networks  
[ecn.dps.mn.gov](http://ecn.dps.mn.gov)