

State Interoperability Executive Council



STRATEGIC PLAN

Adopted April 2003
Updated September 2004
Revised and Adopted September 2005

Introduction

As the Oregon State Interoperability Executive Council's (SIEC) Strategic Plan, this document outlines a clear mission and specific goals. It identifies critical issues and models the work before the SIEC.

This plan serves as a detailed roadmap that guides the Council's achievement of the mandates set forth in Executive Order 02-17, signed by Governor John A. Kitzhaber and affirmed by Governor Ted Kulongoski. That Executive Order formed the SIEC in September 2002. *See Attachment A.* The SIEC since has been codified in state law through the passage in the 2005 Legislative Assembly of House Bill 2101. *See Attachment B.*

Within both the Executive Order and now state law, the SIEC is called upon to "provide policy level direction for matters related to planning, designing, and implementing guidelines, best practices, and standard approaches to address Oregon's public safety communications interoperability issues."

Building on the Executive Order, the SIEC in 2003 adopted SIEC Resolution 03-01, formally stating its priorities. *See Attachment C.* When initially adopted in 2003 and updated in 2004, the priorities centered on leadership around interoperability issues, the setting of standards, short- and long-term implementation strategies for these systems, and lastly, a plan to maintain interoperability in Oregon as a sustainable priority for the future.

Conducting an internal and external assessment helped the SIEC identify the critical issues before them such as funding, time criticality, duplicate systems, and the need for coordination and collaboration on many levels. During the 2005 update and rewrite of this strategic plan, the critical issues were reviewed and modified slightly. Now included is the Federal Communications Commission (FCC) order for a nationwide change in radio spectrum allocated for public safety radio systems operations and upgrades, with a mandated 2013 deadline.

As with the initial strategic plan, the SIEC continues to focus on three strategic goals. They are:

1. Provide leadership in the development of policies, guidelines, legislative recommendations and other actions that lead to the drafting and implementation of a statewide Interoperable Communications Plan for Oregon.
2. Research and provide information forums concerning technology advances; establish compatible standards to implement interoperable wireless communications, both for voice and for data.
3. Promote collaborative partnerships to maximize resource sharing.

The product of this effort will be the creation of a communication system accessible for public safety communications across Oregon. Infrastructure and radio systems will be built and tied together using advanced technology to create the network. This approach, referred to as a “system of systems,” will be designed to allow public safety agencies the option to fully integrate as a partner on a statewide radio system.

This system is being developed for state, federal, county, city, tribal and other emergency service providers. Under House Bill 2101, state agencies are required to share a common communications infrastructure. It is the SIEC’s goal to ensure that the system is broadly adopted by other jurisdictions within the State of Oregon. Others may connect to the system by choice. However, the essential nature of this service will create efficiencies in the basic mission of public safety. This mission is so fundamental to local governments that the SIEC believes adoption will be high.

To create such a system requires investment in infrastructure and technology. Moreover, it requires a well-understood blueprint for operation and coordination for the future.

Critical Issues

The following six critical issues have been identified by the Oregon SIEC and provide motivation for many of the objectives in the SIEC Strategic Plan.

1. Need to communicate with each other during emergencies and day-to-day operations.
2. Leveraging of limited funding
3. Elimination of duplication
 - a. Maximize resource sharing
 - b. Bridge building
4. Need for functional (operational and technical) guidelines that shape city, county and state communications interoperability
 - a. Interoperable channel setup
 - b. Federal Communications Commission mandate of 2013 system upgrades
5. Lack of central coordination, such as guidance and governance, for interoperability
6. Time criticality
 - a. Terrorism, major incidents

Vision, Mission and Goals

Vision and mission statements help to focus the whole of the SIEC's efforts on a commonly desired end state.

Vision Statements

Near-Term Vision

Establish innovative and consensus-based approaches to mission-critical wireless communications technology and interagency partnerships that lead to seamless communication among public safety agencies serving the citizens of Oregon.

Long-Term Vision

Provide a framework for an innovative, inclusive, scalable, sustainable, and well-managed interoperability plan that reflects national standards, as well as being effective in addressing the unique statewide urban and rural requirements of the public safety agencies serving the citizens of Oregon.

Mission Statement

The mission of the Oregon State Interoperability Executive Council is to develop recommendations for policy and guidelines, identify technology and standards, and coordinate intergovernmental resources to facilitate statewide wireless communications interoperability with emphasis on public safety.

Strategic Goals

To facilitate movement toward its vision, the SIEC established the following three strategic goals that align with the Council's stated priorities and identified critical issues:

1. Provide leadership in the development of policies, guidelines, legislative recommendations and other actions that lead to the drafting and implementation of a statewide Interoperable Communications Plan for Oregon.
2. Research and provide information forums concerning technology advances; establish compatible standards to implement interoperable wireless communications, both for voice and for data.
3. Promote collaborative partnerships to maximize resource sharing.

SIEC Policy Actions

In June 2005, following a public review and comment period for stakeholders and other interested parties, the State Interoperability Executive Council adopted five policy actions intended to provide the initial roadmap for the development of the state's Interoperable Communications Plan. The adopted policy actions are listed below.

SIEC Policy Action 01-2005: "System of Systems"

It is the policy of the SIEC to promote and support a "system of systems" approach to achieving interoperability in Oregon.

Through this approach, communication technology gateways will allow the connection of otherwise incompatible public safety communications systems.

This approach builds on existing public safety communications infrastructure and systems deployed throughout the state, and the SIEC finds this alternative to be a feasible option compared to other alternative actions.

Therefore:

1. Public safety communications plans and investments at both the state and local level should be implemented based upon a system of systems approach to achieving public safety communication interoperability.
2. The SIEC will work to coordinate state and local public safety interoperability plans and investments to achieve high levels of communication service quality and efficiencies in cost on behalf of Oregonians.

SIEC Policy Action 02-2005: "Level 4 Interoperability"

It is the policy of the SIEC to promote and support a statewide level of interoperability that reaches "level 4" interoperability as defined and described by SAFECOM.

1. Higher levels of interoperability should be pursued in areas where it is cost effective and necessary for protection of the public.

SIEC Policy Action 03-2005: Statewide Platform

It is the policy of the SIEC to support the development of a statewide, state constructed, public safety communications platform to serve state public safety agency communication needs, and to meet the interoperability needs of the entire statewide public safety communications community (city, tribal, county, district, federal).

The architecture of the communication platform shall include the following elements connected within a virtual private network:

1. Statewide basic infrastructure;
2. Emergency communications virtual private network;
3. Statewide VHF P25 system;
4. Interoperability channel(s) designation(s) for VHF, UHF, 700 MHz, 800MHz;
5. Federal IWN system;
6. 700 MHz Data Network; and,
7. Public safety communications access for county, city, federal, tribal, metropolitan and district communication needs.
8. The network basic infrastructure and communications equipment includes the state operation of the statewide VPN.

The State Interoperability Executive Council shall assume the lead for policies concerning the:

1. Emergency communications virtual private network;
2. Interoperability Channel Designation for VHF, UHF, 700 MHz, 800 MHz; and,
3. 700 MHz Data Network.

The State of Oregon shall assume the lead responsibilities for:

1. Constructing, operating, and maintaining the statewide basic infrastructure; and,
2. Operating a Statewide VHF P25 system for state use.

Unless otherwise provided for by law, Oregon Homeland Security and the State Wireless Infrastructure Investment Group (SWIIG) shall assume responsibilities for the State of Oregon.

SIEC Policy Action 04-2005: Virtual Private Network

It is the policy of the SIEC to ensure access to a public safety communications virtual private network for other public safety agencies that are not agencies of the State of Oregon.

1. These public safety agencies are presumed to have access to the public safety communication platform.
2. These public safety agencies, at their own discretion, shall determine whether they will connect to the public safety communications platform.

SIEC Policy Action 05-2005: Co-location of Facilities

The SIEC will work to coordinate and facilitate future co-location of secure facilities and infrastructure that support public safety wireless communications systems, and the SIEC supports the R56 standard as it relates to grounding, electrical, seismic, cabling, equipment installation and construction techniques.

1. Co-location will help reduce redundant expenditures, maintenance time, and interference of services at remote facilities.

State and local public safety agencies considering such investments should work closely with each other and the SIEC to facilitate and maximize the functional use of limited and valuable prime locations for the siting of wireless communications infrastructure.

1. Contractors of public safety agencies shall adhere to R56 standard procedures as they pertain to construction and installation of communication facilities.

Contractors of public safety agencies shall follow site access security procedures as outlined by the SIEC or State Dept. of Homeland Security.

Strategic Plan Transformation

Guided by the mission of the SIEC and the policy actions adopted to date, the SIEC Strategic Plan has gone through a significant transformation since the first plan was adopted in 2003.

This plan accounts for actions taken during the last two years. Of significance:

- The SIEC defined the leadership structure that supports interoperability and gained the consensus of the public safety community in Oregon for that structure.
- The SIEC contracted for an inventory and gap analysis within Oregon. Assignments based on the findings of that project are incorporated in this plan. The inventory and gap analysis report is available on the SIEC website at <http://egov.oregon.gov/SIEC/>.
- The SIEC produced publications and other tools for partner governments such as the Guide to Short Term Interoperability.
- The SIEC prompted formation of the State Wireless Infrastructure Investment Group (SWIIG) to coordinate the four state agency-owned radio systems. This coordination will provide the basis for the “system of systems.”

With jurisdictional concerns addressed and consensus achieved concerning general governance issues, the SIEC enters its next phase: assisting with the development of the Interoperable Communications Plan for Oregon and initiating the planning for a “system of systems” approach to achieve enhanced interoperable communications among public safety and other emergency responders in Oregon.

Strategic Goal #1 – Leadership and Planning

In support of the SIEC mission, provide leadership in the development of policies, guidelines, legislative recommendations and other actions that lead to the drafting and implementation of a statewide Interoperable Communications Plan (ICP) for Oregon.

Objective #1: Communications and Outreach		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
1.1.1: Ensure that Oregon’s policy makers and the public understand the importance of interoperability planning.	Partnership Committee	
1.1.2: Facilitate communications between the executive, legislative, partner governments and agencies on crucial issues.	Executive Committee	
1.1.3: Make presentations to member organizations and agencies, and encourage them to work to feature public safety interoperable communications at conferences, training, and other meetings over the next two-year period.	SIEC Members Co-Coordinator	
1.1.4: Organize and coordinate a statewide summit/conference for public safety partners and other interested parties to provide information sharing and the latest strategies regarding statewide interoperable communications.	Co-Coordinator	
1.1.5: Actively seek media interest in the public safety communications plan development and brief the media on the issues driving the SIEC activities.	Co-Coordinator	
1.1.6: Develop and promote an “Interoperability Partnership” resolution for adoption and approval of government entities and associations.	Co-Coordinator Partnership Committee	

Objective #2: Professional Resources to Execute Effort		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
1.2.1: Collaboratively seek opportunities to combine state and local homeland security grant funding to provide professional resources that will enable the full development of a public safety interoperable communications plan.	Executive Committee	
1.2.2: Advocate and seek funding for staff necessary to carry out the efforts required by HB 2101, Oregon Emergency Management, and the State Wireless Infrastructure Investment Group including staffing for planner and engineer functions, and the recruitment of a private firm to design a detail approach to creating a fully engineered plan for a “system of systems” network.	Executive Committee	
1.2.3: Ensure a transition for staffing of the SIEC for the entire 2005-07 biennium.	Executive Committee Co-Coordinators	

Objective #3: Statewide “System of Systems”		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
1.4.1: Determine the estimated cost to finance the initial statewide backbone for a “system of systems” interoperable communications network.	Finance Committee SWIIG	
1.4.2: Create a capital financing strategy (or a series of alternative plans) that will satisfy the debt service requirements for construction of an interoperable statewide public safety communications network (infrastructure and radio system investments).	Finance Committee	
1.4.3: In conjunction with the state Department of Administrative Services, identify potential federal, tribal, state and local revenue sources to finance the initial statewide backbone.	Finance Committee Partnership Committee	

1.4.4: Work to identify and establish cost sharing mechanisms that encourage local connections to the statewide system and fairly provide benefits.	Finance Committee Partnership Committee	
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Objective #4: Development of Regional and County Plans		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
1.5.1: Advocate for resources for local interoperability planning.	SIEC Members	
1.5.2: Make timely statewide interoperable communications plan policy decisions to facilitate local planners' understanding and integration with the statewide plan.	SIEC	
1.5.3: Assist regions and counties that require and request facilitation of local planning efforts.	Partnership Committee	

Objective #5: State Land Use Planning and Facility Siting		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
1.6.1: Work with local government associations and the Department of Land Conservation and Development to understand what is possible to accomplish under current law.	Co-Coordinators	
1.6.2: Actively work with local governments to modify, if necessary, land use plans and ordinances to facilitate siting of public safety communications infrastructure.	Co-Coordinators	
1.6.3: Identify key federal land owning agencies and work with them to facilitate necessary infrastructure siting on federal lands.	SWIIG Co-Coordinators	

Objective #6: Statewide Interoperable Communications Plan (ICP)		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
1.7.1: Develop the Oregon Interoperable Communications Plan as directed in HB 2101	OEM Strategic Planning Committee	
1.7.2: Ensure statewide ICP provides capacity and access for non-state public safety communicators.	Strategic Planning Committee Technical Committee	
1.7.3: Ensure coordination with public health, hospitals, schools, utilities and others to incorporate all emergency plans.	Partnership Committee	
1.7.4: Coordinate for GIS expertise to be incorporated in the statewide ICP.	Technical Committee	

Strategic Goal #2 – Technology and Standards

Research and provide informational forums concerning technology advances; establish compatible standards to implement interoperable wireless communications both for voice and for data.

Objective #1: Interoperable Channel Designation		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
2.1.1: Designate and communicate Oregon interoperability channels to facilitate planning and reduce future radio communication interference.	Technical Committee	
2.1.2: Seek to resolve issues that arise around the use of designated interoperability channels.	Technical Committee Partnership Committee	
2.1.3: Establish standards for the monitoring and operation of interoperability channels in Oregon.	Technical Committee	

Objective #2: Co-location of Facilities		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
2.2.1: Actively work to promote the co-location of facilities consistent with the SIEC Policy Action that encourages co-location.	Partnership Committee	
2.2.2: Actively promote a statewide infrastructure investment plan that requires the state to provide radio system space on newly constructed public safety communication facilities.	Partnership Committee	
2.2.3: Request that all public safety agencies work to coordinate new system building and infrastructure with the State of Oregon.	Partnership Committee	

Objective #3: Infrastructure Site Access and Security Standards		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
2.3.1: Establish recommendations for site access and security standards consistent with the recognized need that security of sites are of paramount importance.	Technical Committee	
2.3.2: In the absence of a law on standards for encryption, the SIEC will lead in establishing necessary encryption required to operate a “system of systems” network.	Technical Committee	

Objective #4: Network Architecture		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
2.4.1: <i>State Basic Infrastructure</i> – Promote, support and assist SWIIG in its responsibilities to plan, develop, engineer and deploy a statewide basic communications infrastructure.	Technical Committee	
2.4.2: <i>Emergency Communications Virtual Private Network (VPN)</i> – Establish standards for access to and operation of the VPN for statewide public safety use and promote connectivity to this public safety communications portal.	Technical Committee Finance Committee	

2.4.3: <i>Statewide VHF Project 25 (P-25) System</i> - Work with the SWIIG to establish a statewide P-25 compliant system for statewide public safety users.	Technical Committee	
2.4.4: <i>Interoperability Channels: VHF, UHF, 700 MHz, 800 MHz</i> – Promote the establishment and use of interoperability channels in Oregon.	Partnership Committee	
2.4.5: <i>Federal Integrated Wireless Network (IWN) System</i> – Support the establishment of a state/federal contract to operate the IWN system in Oregon.	Technical Committee	
2.4.6: <i>High Speed Data Network</i> – Develop requirements for access and secure utilization of a high-speed public safety data network.	Technical Committee	

Objective #5: Region 35 Planning Committee Coordination		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
2.5.1: Continue coordination with the Region 35 Regional Planning Committee (RPC) to ensure the efficient operation of Oregon public safety communications systems.	Technical Committee	
2.5.2: Communicate emerging issues, appropriate for resolution of the Region 35 RPC, as necessary.	Technical Committee	
2.5.3: Monitor and respond to decisions and actions of the Region 35 RPC.	Technical Committee	

Strategic Goal #3 – Collaborative Partnerships

Promote collaborative partnerships to maximize resource sharing, in support of the SIEC short- and long-term vision statements.

Objective #1: Coordination Efforts Within and Among Public and Private Sectors		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
3.1.1: Promote collaborative and co-location opportunities among local, state and federal entities.	Partnership Committee	
3.1.2: Coordinate with partners in the Urban Area Security Initiative (UASI) to enhance regional and statewide interoperable communications planning.	Partnership Committee	
3.1.3: Identify and coordinate planning with other service providers such as the Telehealth Alliance of Oregon (hospitals), schools and utilities to enhance emergency communications.	Partnership Committee	
3.1.4: Advance border state interoperability through regional/county interoperability planning processes.	Partnership Committee	
3.1.5: Advocate that the state “system of systems” provide interoperability access to public safety agencies of adjacent states, and that they are informed of Oregon protocol for usage.	Partnership Committee	
3.1.6: Advance low-cost means to support increased public safety interoperability by increasing the opportunities for communicators to share licensed radio channels.	Technical Committee	

Objective #2: Grant Funding		
<i>Supporting Action</i>	<i>Responsible Party</i>	<i>Status</i>
3.2.1: Consistently provide input and policy direction on criteria for state grant processes that provide funds to be used for interoperability and public safety communications.	Executive Committee	
3.2.2: Promote focus of interoperability grants toward investments that actually increase interoperability.	Executive Committee	
3.2.3: Promote awareness of grants to partners eligible for grant funding.	Co-Coordiators	
3.2.4: Provide assistance to partners seeking grant funds.	Partnership Committee	

Objective #3:		
<i>Supporting Actions</i>	<i>Responsible Party</i>	<i>Status</i>

Objective #4:		
<i>Supporting Actions</i>	<i>Responsible Party</i>	<i>Status</i>

[Objective # 3 and Objective #4 are placeholders.]

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