State Interoperability Executive Council (SIEC)

OREGON
STATEWIDE COMMUNICATION INTEROPERABILITY PLAN

March 2019

Developed with Support from the
Cybersecurity and Infrastructure Security Agency, Emergency Communications Division

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LETTER FROM THE CHAIR OF THE STRATEGIC PLANNING COMMITTEE

Greetings,

I am pleased to provide to you the 2019 Oregon Statewide Communication Interoperability Plan (SCIP). This SCIP represents Oregon's continued commitment to improving emergency communications interoperability and supporting the public safety practitioner community throughout the state. In addition, this update meets the requirement of the recently released Fiscal Year 2018 Department of Homeland Security (DHS) grant guidelines.

Representatives from Oregon's State Interoperability Executive Council (SIEC) and its Committees collaborated to update the SCIP with actionable and measurable goals and objectives with champions. These goals and objectives focus on governance, technology, and Funding Sustainability, and are designed to support our state in planning for new technologies and navigating the ever-changing emergency communications ecosystem. They also incorporate recommendations identified during Oregon's participation in the National Governors Association (NGA) "Enhancing Public Safety Communications Governance Workshop", conducted in partnership with the Cybersecurity and Infrastructure Protection Agency (CISA) Emergency Communications Division (ECD).

As we continue to enhance interoperability, we must remain dedicated to improving our ability to communicate among disciplines and across jurisdictional boundaries. With help from public safety practitioners statewide, we will work to achieve the goals set forth in this SCIP and become a nationwide model for statewide interoperability.

Sincerely,

Bob Cozzie
Chair of the Strategic Planning Committee

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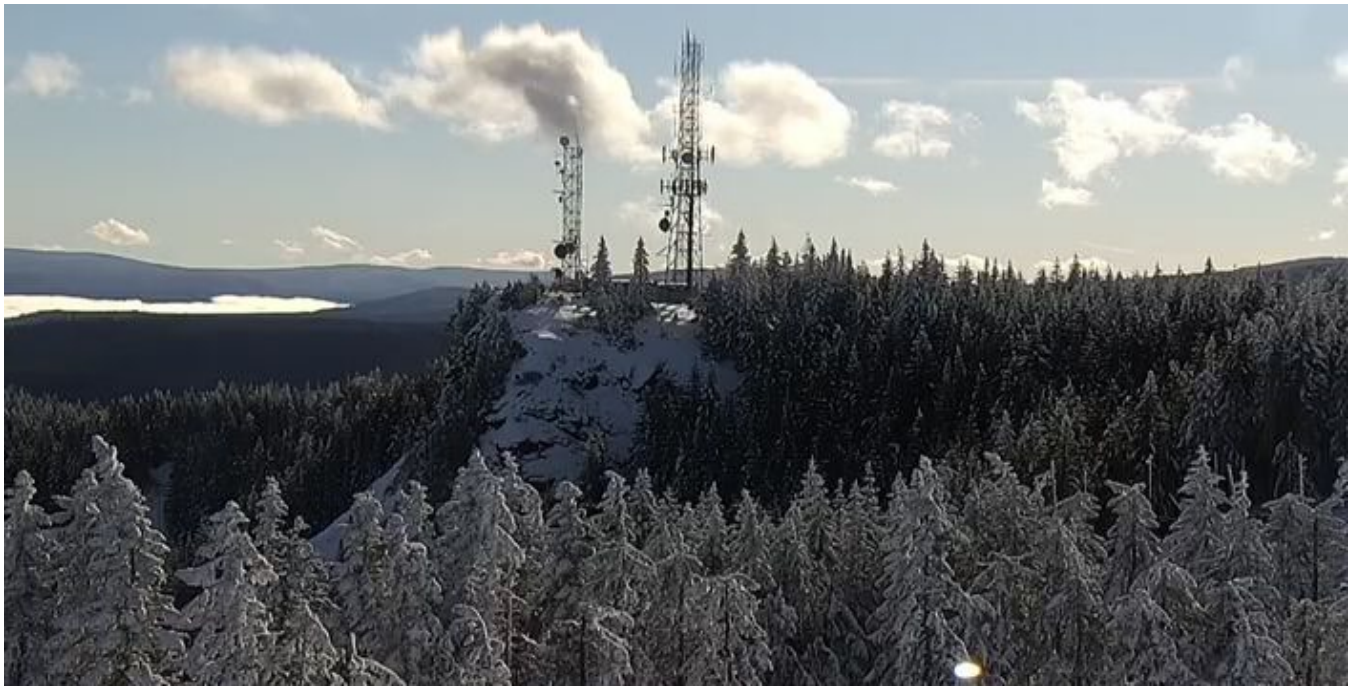
INTRODUCTION



Interoperability and Emergency Communications Overview

Reliable, timely communications among public safety responders and between public safety agencies and citizens is critical to effectively carrying out public safety missions, and in many cases, saving lives.

Traditional voice capabilities, such as land mobile radio (LMR) and landline 9-1-1 services have long been and continue to be critical tools for communications. However, the advancement of internet protocol (IP) based technologies in public safety, has increased the type and amount of information responders receive, the tools they communicate with, and complexity with new and interdependent systems. New technologies increase the need for coordination across public safety disciplines, communications functions, and levels of government to ensure emergency communications capabilities are interoperable, reliable, and secure.

An example of this evolution is the First Responder Network Authority's (FirstNet) implementation of the Nationwide Public Safety Broadband Network (NPSBN). All 56 states and territories, including Oregon, have opted into FirstNet. With this new system, agencies can supplement existing LMR capabilities with improved spectrum, broadband capabilities, and the means to move and transfer data as never before. Its adoption and implementation will entail close coordination with 9-1-1 administrators, dispatch supervisors, LMR systems managers and managers of alert and warning systems to ensure interoperability and cybersecurity are not sacrificed as agencies begin adopting wireless cellular devices for daily operations.

Similarly, the transition of public-safety answering points (PSAPs) to Next Generation 9-1-1 (NG9-1-1) technology will enhance sharing of critical information in real-time through the use of multimedia—such as pictures, video, and text — among citizens, PSAP operators, dispatch, and first responders. While the benefits of NG9-1-1 are tremendous, interfacing systems along with governance, standard operating procedures, training and funding are necessary to fully realize these benefits and ensure the security of information are all key elements to successful implementation.

The emergency communications ecosystem consists of communications across all technologies for incident response operations, notifications, requests for assistance and reporting, and public information exchange. The primary emergency communications ecosystem functions are depicted in the 2014 National Emergency Communications Plan (NECP)[1]. These emergency communications technologies serve as tools in the State's Emergency Support Function #2 (ESF #2) Plan during disaster response efforts[2].

The SAFECOM Interoperability Continuum[3] serves as a framework to address challenges and continue improving operable/interoperable and public safety communications. It is designed to assist public safety agencies and policy makers with planning and implementing interoperability solutions for communications across technologies.

Vision and Mission

The following outlines Oregon's vision and mission for emergency and public safety communications:

Vision:

Seamless interoperable public safety communications

Mission:

Strengthen partnerships, while leveraging resources and capital improvements, to maximize voice, data, 9-1-1, and public alerts interoperability

[1] The 2014 NECP is available here: https://www.dhs.gov/publication/2014-national-emergency-communications-plan

[2] The Oregon ESF 2 Emergency Communications Plan is available here: https://www.oregon.gov/oem/Documents/2015_OR_EOP_ESF_02_communications.pdf

[3] The SAFECOM Interoperability Continuum is available here: https://www.dhs.gov/sites/default/files/publications/interoperability_continuum_brochure_2_1.pdf

Oregon SCIP Overview

- ***Overview of Goals and Objectives.*** Provides an executive summary of the SCIP goals and objectives and their intended benefits.
- ***Governance.*** Describes the current governance mechanisms for communications interoperability within Oregon as well as successes, challenges, and priorities for improving governance for the evolving landscape. The SCIP is a guiding document and does not create any authority or direction over any state or local systems or agencies.
- ***Technology.*** Outlines public safety technology and operations needed to maintain and enhance interoperability across the emergency communications ecosystem.
- ***Funding Sustainability.*** Describes the funding sources and allocations that support interoperable communications capabilities within Oregon along with methods and strategies for funding sustainment and enhancement to meet long-term goals.
- ***Implementation Plan.*** Describes Oregon's plan to implement, maintain, and update the SCIP to enable continued evolution of and progress toward the Oregon's interoperability goals.

GOALS, OBJECTIVES, AND BENEFITS

The following section provides a high-level overview of Oregon's SCIP goals, objectives and the intended benefits:

Goal	Objectives	Benefits
1. Conduct outreach and education across various levels of government*	1.1 Conduct on-boarding and on-going outreach and education for new and existing SIEC members	Ensures consistent messaging across various levels of government to support the efforts of the SIEC
	1.2 Conduct outreach and education with executive and political leadership in support of increased engagement, funding, and expanded authority	
	1.3 Conduct outreach and education to public safety stakeholders	
2. Advocate for statewide efforts to seek and sustain 9-1-1 funding*	2.1 Develop a white paper collaboratively with public safety stakeholders and associations regarding dedicated 9-1-1 funding requirements	Illustrates the SIEC's support of 9-1-1 initiatives
3. Promote awareness of public safety personnel about the exercise and use of LMR, public safety broadband, 9-1-1/NG9-1-1, and alerts and warnings guiding documents	3.1 Update Field Operations Guide (FOG) and conduct end user training	Provides for continued coordination and efficiencies in support of the entire emergency communications ecosystem
	3.2 Support statewide efforts to develop recommendations for alerts and warnings	
	3.3 Develop a white paper on FirstNet's proposed push-to-talk solutions to include a cost benefit analysis, reliability, and interoperability potential	
	3.4 Support the Office of Emergency Management's (OEM) efforts to develop a Strategic NG9-1-1 Plan	
	3.5 Advocate for the adoption of cybersecurity standards and practices	
4. Establish critical stakeholders within the	4.1 Establish an LMR Working Group to identify border state communications solutions	Supports collaborative efforts to establish interstate, intrastate, and federal LMR interoperability

realm of LMR to provide recommendations and best practices	4.2 Establish statewide shared talkgroups and roaming strategy for ISSI implementation	
	4.3 Develop a plan for the use of federal interoperability channels and federal interoperability encryption keys	
	4.4 Develop a plan for the exchange of system keys and interoperable encryption keys	
5. Assess the public safety radio systems in Oregon	5.1 Coordinate with and support FEMA in the development of a statewide LMR assessment	Increases understanding of the various public safety radio systems in the state
6. Identify funding for the support of the SIEC*	6.1 Identify funding needs for the SIEC and draft an operational budget	Ensures the SIEC will have resources to support lead efforts
	6.2 Provide State CIO with operational budget plan and requirements	

*Related to NGA

GOVERNANCE

State Interoperability Executive Council

The SIEC is established by the Oregon Revised Statutes (ORS) 403.450 under the State Chief Information Officer to be the statewide interoperability governing body serving as the primary steering group for the Oregon SCIP[4]. The membership of the Council is depicted below and consists of two members of the Legislative Assembly and:

- Department of State Police
- Office of Emergency Management
- Department of Forestry
- Department of Corrections
- Department of Transportation
- Office of the State Chief Information Officer
- Oregon Health Authority
- Oregon Military Department
- Department of Public Safety Standards and Training
- Broadband Advisory Council
- Tribal representative
- Public representative
- Fire Chief's Association
- Association of Chiefs of Police
- State Sheriffs Association
- Association of Oregon Counties
- League of Oregon Cities
- Special Districts Association of Oregon
- Technology officer of an Oregon city
- Technology officer of an Oregon county
- Represents a nonprofit professional organization interested in the enhancement of public safety communications
- A member of the public who works or resides in FCC Region 35

The SIEC has the following committees: Executive, Broadband, Partnership, Strategic Planning, and Technical. Each of the committees are chartered individually in their role and membership, and are representative of state, local, and tribal entities. The table below outlines the purpose of each committee.

Executive Committee	Comprised of the SIEC Chair and Vice-Chair along with the Chairs of all the other committees, the Executive Committee performs all functions and does all acts, between meetings, which the SIEC might do during regular meetings except for amending the SIEC Charter or SCIP
Broadband Committee	Assist in identifying the common interoperable framework to provide recommendations on, and help Oregon leverage, subsequent broadband assets and relationships
Partnership Committee	Maximize resource sharing and interoperability of communications
Strategic Planning Committee	Develop the framework of the SCIP, and monitor and report on the implementation of the Council's goals and objectives as well as assisting other committees in developing charters, goals, and objectives in support of the SCIP

[4] Additional duties of the SIEC are available here: https://www.oregonlaws.org/ors/403.455

Technical Committee	Serve as the technical research and advisory resource for the Council and ensure that all government agencies have the opportunity to participate in technical discussions and in formulating recommendations for the SIEC

Below is the organizational structure of the SIEC.

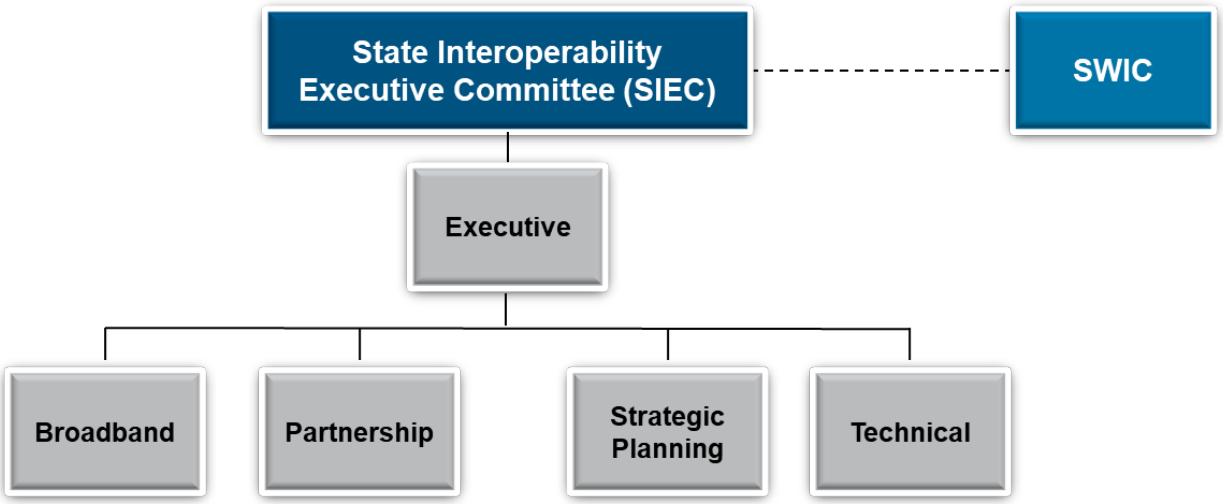


Figure 1: SIEC Organizational Structure

9-1-1 Advisory Committee

The 9-1-1 Advisory Committee was established under the OEM 9-1-1 Program and is responsible for guiding planning and administration of PSAPs, and related PSAP emergency communications issues[5].

NGA Regional Workshop

During the May 2018 NGA Regional Workshop, the Oregon State Team identified activities to support their efforts to revitalize the governance structure (see Appendix A for NGA Roadmap). As a result, these activities were incorporated into facilitated discussions on developing the following goals and objectives related to related to Governance:

[5] Additional information on the 9-1-1 Advisory Committee is available here: https://www.oregon.gov/OEM/911/Pages/911-Advisory-Committee.aspx

Goal	Objectives
1. Conduct outreach and education across various levels of government*	1.1 Conduct on-boarding and on-going outreach and education for new and existing SIEC members
	1.2 Conduct outreach and education with executive and political leadership in support of increased engagement, funding, and expanded authority
	1.3 Conduct outreach and education to public safety stakeholders
2. Advocate for statewide efforts to seek and sustain 9-1-1 funding*	2.1 Develop a white paper collaboratively with public safety stakeholders and associations regarding dedicated 9-1-1 funding requirements

*Related to NGA

TECHNOLOGY

Current State

Land Mobile Radio

The State of Oregon has adopted a system of systems approach to interoperability. Local and regional radio systems have joined cooperatively to develop an interoperable radio network offering wide-area interoperability.

Mobile Broadband

The Governor of the State of Oregon opted into the buildout of the NPSBN (FirstNet). Local, state, and tribal agencies are now evaluating the coverage and capabilities of FirstNet to see if it meets their agency needs.

9-1-1/Next Generation 9-1-1

The State 9-1-1 Program is managed by OEM (Oregon Office of Emergency Management) and its purpose is to ensure the seamless operation of statewide Enhanced 9-1-1 communications systems. There are 43 PSAPs across 36 counties within the State. Currently, 9-1-1 is funded in part through the Emergency Communications Tax and has a sunset date of December 31, 2021. However, current revenue is not sufficient to maintain current Enhanced 9-1-1 funding demands and upgrades necessary to achieve NG 9-1-1 capability. Additionally, the State Chief Information Officer (CIO) has recommended that OEM develop and implement a Strategic NG9-1-1 Plan.

Alerts and Warnings

The Oregon State Police are responsible for disseminating statewide alerts and warnings for Amber Alerts and Wireless Emergency Alerts (WEA). In addition, there are 20 state and local organizations that have Integrated Public Alert and Warning System (IPAWS) authority.

The following goals and objectives were developed related to Technology:

Goal	Objectives
3. Promote awareness of public safety personnel about the exercise and use of LMR, public safety broadband, 9-1-1/NG9-1-1, and alerts and warnings guiding documents	3.1 Update Field Operations Guide (FOG) and conduct end user training
	3.2 Support statewide efforts to develop recommendations for alerts and warnings
	3.3 Develop a white paper on FirstNet's proposed push-to-talk solutions to include a cost benefit analysis, reliability, and interoperability potential
	3.4 Support the Office of Emergency Management's (OEM) efforts to develop a Strategic NG9-1-1 Plan
	3.5 Advocate for the adoption of cybersecurity standards and practices
4. Establish critical stakeholders within the realm of LMR to provide recommendations and best practices	4.1 Establish an LMR Working Group to identify border state communications solutions
	4.2 Establish statewide shared talkgroups and roaming strategy for ISSI implementation
	4.3 Develop a plan for the use of federal interoperability channels and federal interoperability encryption keys
	4.4 Develop a plan for the exchange of system keys and interoperable encryption keys
5. Assess the public safety radio systems in Oregon	5.1 Coordinate and support FEMA in the development of a statewide LMR assessment

FUNDING SUSTAINABILITY

Current State of Funding

In December 2018, the State CIO approved funding for two full-time positions to include the SWIC and an assistant to the SWIC position, as well as one part-time administrative position to support the operations of the SIEC. However, there continues to be a desire to not just have funding for support staff but to also provide technical, project, and conference support and travel for SIEC members.

The following goal and objectives were developed related to Funding:

Goal	Objectives
6. Identify funding for the support of the SIEC*	6.1 Identify funding needs for the SIEC and draft an operational budget
	6.2 Provide State CIO with operational budget plan and requirements

*Related to NGA

IMPLEMENTATION PLAN

The SWIC serves as the central point of coordination for the SCIP[6] in coordination with the SIEC. The SCIP goals and objectives will be added as formal agenda items and reviewed during regular SIEC meetings. Additionally, the following table will be updated on a biennial basis with the results of that year's progress.

	Goal	Objectives	Champions	Start Date	Completion Date	Progress	Comments / Impact
Governance	**1. Conduct outreach and education across various levels of government***	1.1 Conduct on-boarding and on-going outreach and education for new and existing SIEC members	Chair of the Partnership Committee		August 2019, on-going	Choose an item.	
		1.2 Conduct outreach and education with executive and political leadership in support of increased engagement, funding, and expanded authority					
		1.3 Conduct outreach and education to public safety stakeholders					
	2. Advocate for statewide efforts to seek and sustain 9-1-1 funding*	2.1 Develop a white paper collaboratively with public safety stakeholders and associations regarding dedicated 9-1-1 funding requirements	Chair of the Partnership Committee		April 2019	Choose an item.	
Technology	**3. Promote awareness of public safety personnel about the exercise and use of LMR, public safety broadband, 9-1-1/NG9-1-1, and alerts and warnings guiding documents**	3.1 Update Field Operations Guide (FOG) and conduct end user training	SWIC		October 2019	Choose an item.	
		3.2 Support statewide efforts to develop recommendations for alerts and warnings	Chair of the SIEC, SWIC		On-going	Choose an item.	
		3.3 Develop a white paper on FirstNet's proposed push-to-talk solutions to include a cost benefit analysis, reliability, and interoperability potential	Chair of the Technical Committee, SPOC		January 2021	Choose an item.	

[6] Additional duties of the SWIC are available here: https://www.oregonlaws.org/ors/403.460

	Goal	Objectives	Champions	Start Date	Completion Date	Progress	Comments / Impact
		3.4 Support the Office of Emergency Management's (OEM) efforts to develop a Strategic NG9-1-1 Plan	Chair of the Technical Committee, SPOC		On-going	Choose an item.	
		3.5 Advocate for the adoption of cybersecurity standards and practices	Chair of the SIEC		On-going	Choose an item.	
	4. Establish critical stakeholders within the realm of LMR to provide recommendations and best practices	4.1 Establish an LMR Working Group to identify border state communications solutions 4.2 Establish statewide shared talkgroups and roaming strategy for ISSI implementation 4.3 Develop a plan for the use of federal interoperability channels and federal interoperability encryption keys 4.4 Develop a plan for the exchange of system keys and interoperable encryption keys	Chair of the Technical Committee, SWIC		July 2020, on-going	Choose an item.	
	5. Assess the public safety radio systems in Oregon	5.1 Coordinate and support FEMA in the development of a statewide LMR assessment	Chair of the Technical Committee, SWIC		TBD	Choose an item.	
Funding	**6. Identify funding for the support of the SIEC***	6.1 Identify funding needs for the SIEC and draft an operational budget 6.2 Provide State CIO with operational budget plan and requirements	SIEC Chair		September 2019	Choose an item.	

*Related to NGA

APPENDIX A: NGA ROADMAP

This roadmap was developed at the May 2018 National Governors Association (NGA) Regional Workshop on Enhancing Public Safety Communications by participants representing the State of Oregon's emergency communications capabilities.

Oregon State Implementation Plan					
Activity		**Target Completion**	**Owner**	**Status**	**Reporting Trigger**
1	***Socialize the initial result of the NGA workshop "Next Generation Interoperability"***			Complete	
1.1	*Brief SIEC Executive Committee*			Complete – Standing agenda item moving forward.	
1.2	*Brief entire SIEC*			Complete – Standing agenda item moving forward.	
2	***Complete environmental scan and governance study***		SIEC/SWIC	In Progress – Environmental survey / scan is working through the state approval process.	
2.1	*Scope limited to 911, LMR, PSBB*				
2.2	*Alerts and Warnings*				
3	***Include a financial component in the Environmental Scan***	February 2019			
3.1	*Sub-Activity*				
3.2	*Sub-Activity*				
4	***Create Outreach and Education Plan***				
4.1	*NGA letter to governor*	August 24, 2018		In Progress	

4.2	*Develop "elevator speech" for our goals*	August 24, 2018		In progress	
5	***Legislative Concepts to improve governance scope, funding and authority PS Governance body.***	2021 legislative session			
5.1	*Sub-Activity*				
5.2	*Sub-Activity*				

APPENDIX B: 2017 ORS 403.450

(1) The State Interoperability Executive Council is created under the State Chief Information Officer to be the statewide interoperability governing body serving as the primary steering group for the Oregon Statewide Communication Interoperability Plan. The membership of the council consists of:

(a) Two members from the Legislative Assembly, as follows:

(A) The President of the Senate shall appoint one member from the Senate with an interest in public safety communications infrastructure; and

(B) The Speaker of the House of Representatives shall appoint one member from the House of Representatives with an interest in public safety and emergency communications infrastructure.

(b) The following members appointed by the Governor:

(A) One member from the Department of State Police;

(B) One member from the Office of Emergency Management;

(C) One member from the State Forestry Department;

(D) One member from the Department of Corrections;

(E) One member from the Department of Transportation;

(F) One member from the office of the State Chief Information Officer;

(G) One member from the Oregon Health Authority;

(H) One member from the Oregon Military Department;

(I) One member from the Department of Public Safety Standards and Training;

(J) One member from the Oregon Broadband Advisory Council;

(K) One member of an Indian tribe as defined in ORS 97.740 (Definitions for ORS 97.740 to 97.760) or a designee of an Indian tribe; and

(L) One member of the public.

(c) The following members appointed by the Governor with the concurrence of the President of the Senate and the Speaker of the House of Representatives:

(A) One member from the Oregon Fire Chiefs Association;

(B) One member from the Oregon Association Chiefs of Police;

(C) One member from the Oregon State Sheriffs' Association;

(D) One member from the Association of Oregon Counties;

(E) One member from the League of Oregon Cities;

(F) One member from the Special Districts Association of Oregon;

(G) One member who is an information technology officer of an Oregon city;

(H) One member who is an information technology officer of an Oregon county;

(I) One member who represents a nonprofit professional organization interested in the enhancement of public safety communications systems; and

(J) One member of the public who works or resides in Federal Communications Commission Region 35.

(2) Each agency or organization identified in subsection (1)(b)(A) to (J) and (1)(c)(A) to (H) of this section shall recommend an individual from the agency or organization for membership on the council.

(3) Members of the council are not entitled to compensation, but in the discretion of the State Chief Information Officer may be reimbursed from funds available to the office of the State Chief Information Officer for actual and necessary travel and other expenses the members incur in performing the members' official duties in the manner and amount provided in ORS 292.495 (Compensation and expenses of members of state boards and commissions).

(4) Members of the Legislative Assembly appointed to the council are nonvoting members and may act in an advisory capacity only. [Formerly 401.871; 2010 c.107 §59; 2011 c.9 §51; 2014 c.87 §3; 2015 c.807 §47]

Note: The amendments to 403.450 (State Interoperability Executive Council) by section 4, chapter 87, Oregon Laws 2014, become operative January 2, 2020. See section 5, chapter 782, Oregon Laws 2009, as amended by section 5, chapter 87, Oregon Laws 2014, section 1, chapter 483, Oregon Laws 2015, and section 36, chapter 807, Oregon Laws 2015. The text that is operative on and after January 2, 2020, including amendments by section 48, chapter 807, Oregon Laws 2015, is set forth for the user's convenience.

403.450 (State Interoperability Executive Council). (1) The State Interoperability Executive Council is created under the State Chief Information Officer to be the statewide interoperability

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(a) Two members from the Legislative Assembly, as follows:

(A) The President of the Senate shall appoint one member from the Senate with an interest in public safety communications infrastructure; and

(B) The Speaker of the House of Representatives shall appoint one member from the House of Representatives with an interest in public safety and emergency communications infrastructure.

(b) The following members appointed by the Governor:

(A) One member from the Department of State Police;

(B) One member from the Office of Emergency Management;

(C) One member from the State Forestry Department;

(D) One member from the Department of Corrections;

(E) One member from the Department of Transportation;

(F) One member from the office of the State Chief Information Officer;

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(I) One member from the Department of Public Safety Standards and Training;

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(4) Members of the Legislative Assembly appointed to the council are nonvoting members and may act in an advisory capacity only.

APPENDIX C: LIST OF ACRONYMS

APCO	Association of Public Safety Communications Officials
CIO	Chief Information Officer
CISA	Cybersecurity and Infrastructure Security Agency
DHS	United States Department of Homeland Security
ECD	Emergency Communications Division
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FirstNet	First Responder Network Authority
FOG	Field Operations Guide
HSGP	Homeland Security Grant Program
IP	Internet Protocol
IPAWS	Integrated Public Alert & Warning System
ISSI	Inter-RF Subsystem Interface
LMR	Land Mobile Radio
NECP	National Emergency Communications Plan
NENA	National Emergency Number Association
NG9-1-1	Next Generation 9-1-1
NGA	National Governors Association
NPSBN	National Public Safety Broadband Network
OEM	Office of Emergency Management
ORS	Oregon Revised Statutes
P25	Project 25
PSAP	Public Safety Answering Point
SCIP	Statewide Communication Interoperability Plan
SIEC	State Interoperability Executive Council
SPOC	Single Point of Contact
SWIC	Statewide Interoperability Coordinator
WEA	Wireless Emergency Alerts