

Governance of Information Technology and Public Safety Communications

Follow-up Report
April 2009

Office of Performance Evaluations
Idaho Legislature



Report 09-10F

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Acknowledgments

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Chapter 1

Introduction

Our 2008 report on governance of information technology and public safety communications found that state oversight of these functions was fragmented. We made 24 recommendations to strengthen management of information technology and public safety communications in Idaho. Clear governance structures are important because of the high costs associated with information technology and public safety communications projects.

This follow-up report finds that entities involved in governance of information technology and public safety communications have made progress to address our recommendations. At this time, six recommendations have been implemented, nine are in process, seven are not implemented, and two are open for legislative action. This follow-up report focuses on the steps taken to integrate planning, coordinate efforts, and formally clarify roles and responsibilities.

Background

In March 2008, we released the report *Governance of Information Technology and Public Safety Communications*. The evaluation focused on the efforts in Idaho to plan and deliver information technology and public safety communications projects, and it provided recommendations to improve the governance structures of both. As shown in exhibit 1.1, the entities involved in the governance of information technology and public safety communications are housed in the Department of Administration and the Military Division respectively.

Recommendation numbers refer to the original report. Discussion of the recommendations in this follow-up may not be in sequential order.

Information Technology

Information technology (IT) services in Idaho have historically been decentralized, an approach we found conflicted with nationally recognized best practices. We made 12 recommendations for IT management focusing on three areas: cost reporting, oversight for large-scale projects, and the consolidation of common IT needs.

EXHIBIT 1.1 INFORMATION TECHNOLOGY AND PUBLIC SAFETY COMMUNICATIONS ENTITIES

Information Technology, Department of Administration

Entity	Referenced As	Description
Office of the Chief Information Officer	Department of Administration or department	Created by the director of the Department of Administration in 2007 to direct technology-related strategic planning, policy development, and daily IT operations and to improve the efficiency and effectiveness of the state's IT systems. It is not formally recognized as a state office.
Information Technology Resource Management Council	ITRMC	Codified by the Legislature in 1996 to provide IT recommendations on plans, policies, standards, and guidelines for state agencies and to develop and implement the state's IT strategic plan.

Public Safety Communications, Military Division

Entity	Referenced As	Description
Public Safety, Education and Communications Governance Council	Governance Council	Created by executive order in 2008 to help the state better manage, coordinate, and plan efforts for public safety communications.
Statewide Interoperability Executive Council (SIEC)	Interoperability Council	Codified by the Legislature in 2006 to serve as a governing body over public safety wireless radio interoperable communications for local and private entities and provide support for efficient and effective use of resources to achieve public safety wireless radio interoperable communications.
Emergency Communications Commission	ECC	Codified by the Legislature in 2004 to assist with the establishment, management, operations, and accountability of 911 emergency systems.

Source: Office of Performance Evaluations.

Cost Reporting and Oversight

Because state agencies are not required to use consistent cost tracking methods, calculations of the state's actual IT costs may not be accurate. At the time of our original report, the state was in the beginning phases of monitoring and managing large-scale projects prior to funding them. However, this amount of oversight was not sufficient to ensure IT projects were cost-effective, aligned with long-term needs, and appropriately managed.

Common IT Needs

We found that the state had not taken a coordinated approach to meeting its IT needs and allowed state agencies flexibility in creating, managing, and operating individual IT needs. Because of this flexibility, duplication of common IT services such as e-mail was occurring throughout the state. We recommended that the state revise its approach to how it shares common IT services.

Public Safety Communications

Our original report focused on two functions of public safety communications, radio systems and 911 communications. We made 11 recommendations to better coordinate public safety communications efforts and to clarify the roles and responsibilities of the entities involved in public safety communications.

Public Safety Radio System

In 2008, our report noted that public safety communications needed more leadership and coordination at the state level to plan for a new, statewide public safety radio system. The lack of leadership had impacted progress on this initiative and left state policy without a defined direction. We found that the state needed to strengthen its plans by completing a full analysis of the options for the new radio system. Our report recognized that the state had taken positive steps by creating the Public Safety, Education and Communications Governance Council and completing higher level planning through the Statewide Interoperability Executive Council.¹

Emergency Service Delivery

Our 2008 report found that Idaho was behind most states in its ability to deliver wireless 911 services to its counties. We reported that the Emergency Communications Commission had taken the first steps to plan for 911 system upgrades. However, the state had not provided the commission with the funding to make those improvements or the authority to lead the effort. Additionally, Idaho did not have a central authority or process to oversee the collection and distribution of 911 service fees, which limited state oversight.

Information Technology and Public Safety Communications Coordination

Changing technology has affected both IT and public safety communications, making distinctions between the two services less clear. Due to the overlapping infrastructures of IT and public safety communications, our original report found that coordination among Idaho governance entities was necessary to avoid costly duplication of efforts. We made three recommendations to ensure that coordination and collaboration takes place among IT and public safety governance.

¹ In 2008, the state's Public Safety Communications Governance Council changed its name to the Public Safety, Education and Communications Governance Council. This change is reflected throughout the report.

Chapter 2

Information Technology

Historically, Idaho has not taken a coordinated approach to meet information technology needs. Rather, resources were managed on an agency-by-agency basis. Recent changes by the state in its approach to information technology are consistent with leading industry standards. Since the release of our original report, the Department of Administration's Office of the Chief Information Officer, the Office of the State Controller, and the Information Technology Resource Management Council have made some progress in implementing our ten recommendations related specifically to governing information technology, understanding costs, managing large-scale projects, and consolidating common services statewide.

Governance and Costs

In 2008, we found the overall information technology (IT) governance structure needed to be clarified and strengthened to ensure that individual state agency plans aligned with the state's long-term goals and that IT investments were cost-effective and appropriately managed. We made five recommendations relating to governance, costs, and reporting. Progress has been made in implementing three of the recommendations; the other two recommendations require specific action by the Legislature or the Governor.

Recommendation 2.1: *The Legislature should formally create the Office of the Chief Information Officer and clearly define its role, responsibilities, and decision-making authority with respect to the Information Technology Resource Management Council (see recommendation 2.2).*

As discussed in the original report, Idaho does not have a Chief Information Officer (CIO) or a separate information technology agency. In 2007, the director of the Department of Administration merged IT staff with ITRMC staff to create an office within the department, the Office of the Chief Information Officer. However, this office has not been officially designated by statute or other executive action.

Status: This recommendation is **open for legislative action**.

Recommendation 2.2: *The Office of the Chief Information Officer (Department of Administration) should provide leadership for state information technology operations and initiatives, with the assistance of Information Technology*

Resource Management Council subcommittees. Council input and approval should continue to be required for matters that concern all state agencies, such as establishing information technology standards, providing processes for approving large-scale information technology projects, and creating the state information technology strategic plan.

Working closely with ITRMC, the department continues to provide leadership for statewide information technology projects. For example, the department and ITRMC have updated Idaho's IT strategic plan and business plan and are implementing a project for consolidated messaging.¹ According to the department, the messaging project will save the state \$600,000 through reduced hardware needs and streamlined software licensing.

Status: This recommendation has been **implemented**.

***Recommendation 2.3:** The Governor should formalize through executive order the recently established process requiring the Department of Administration to ensure that information technology funding requests are aligned with state and agency plans prior to approving the requests.*

The Governor has not formalized a process to ensure that funding requests align with state and agency plans. However, the department continues to compare agency plans to the state's IT plan. The department then works with the Division of Financial Management to ensure that an agency's budget request aligns with the agency's IT plan.

Status: This recommendation has **not been implemented**.

***Recommendation 2.4:** The Office of the Chief Information Officer (Department of Administration) should work with the Office of the State Controller to ensure that state agencies use the features of the statewide accounting system to its fullest extent in order to comprehensively track the overall state and project-related information technology costs.*

The department and the Office of the State Controller said that they have informally met to discuss this recommendation, but they have not established a formal process to ensure that state agencies use the features of the statewide accounting system to its fullest extent. To accurately track the overall state and project-related IT costs, staff in the Office of the State Controller said the Governor or the Division of Financial Management should first *require* that state agencies use the detailed accounting system codes.

Status: This recommendation has **not been implemented**.

¹ The Consolidated Messaging Project is an update and consolidation of approximately 84 separate e-mail servers into approximately six servers. The intent is to establish a centralized and cost-effective messaging system for all state government by October 31, 2011.

Recommendation 2.5: *The Office of the State Controller should conduct further training for accounting staff in all state agencies to provide for more consistent coding of information technology expenditures into the statewide accounting system.*

The Office of the State Controller continues to provide agency personnel with training opportunities for the Statewide Accounting and Reporting System (STARS) each year. These trainings are offered both online and in person.

The State Controller is continually adding and updating its trainings as needed. To be most effective, State Controller staff said that appropriate agency personnel need to participate in relevant trainings.

Status: This recommendation has been **implemented**. In order to meet the intent of this recommendation, the Governor or the Division of Financial Management needs to require state agency personnel to participate in the trainings and subsequently use the statewide accounting system to its fullest, as mentioned in recommendation 2.4.

Large-Scale Projects

Our original report noted that the Department of Administration and ITRMC were in the beginning stages of developing procedures to identify and approve state IT projects. However, they have made little progress in implementing the three recommendations aimed at coordinating large-scale projects.

Recommendation 3.1: *The Office of the Chief Information Officer (Department of Administration) should work collaboratively with the Information Technology Resource Management Council to develop clear roles and responsibilities, as well as policies, procedures, and criteria for the review and approval of large-scale information technology projects. This process should include a formal assessment of whether projects meet the established criteria and whether projects are recommended for approval.*

According to the department, the Governor has taken a strong stance promoting efficiency and cooperation in state government IT projects and has provided clear direction for the department that will be directly reflected in policies and procedures for this recommendation. The department and ITRMC plan to discuss these policies and procedures at the next ITRMC meeting.

At the request of ITRMC, an independent task force reviewed our recommendation and confirmed that the recommendation aligned with ITRMC goals. The task force has also made recommendations to ITRMC comparable to ours. Additionally, the department intends to work with ITRMC and have a process in place to approve large-scale IT projects for fiscal year 2011 budget requests.

Status: This recommendation has **not been implemented**. The department anticipates a formal discussion on this recommendation during the next ITRMC meeting.

Recommendation 3.2: *The Office of the Chief Information Officer (Department of Administration) and Information Technology Resource Management Council should ensure that project evaluation criteria include compliance with agency and state information technology plans, agency strategic plans, and council standards, as well as sound analyses of lifecycle costs, benefits, risks, and project alternatives.*

The department agrees with the intent of this recommendation and plans to implement it in coordination with recommendation 3.1.

Status: This recommendation has **not been implemented**. The department anticipates a formal discussion on this recommendation during the next ITRMC meeting.

Recommendation 3.3: *The Office of the Chief Information Officer (Department of Administration) should create a project management office to provide oversight and assistance for large-scale information technology projects. Criteria should be developed to determine the level of oversight and assistance required for each large project, based on state agency project management needs and skills.*

The intent of the recommendation calls for a separate office to provide assistance and oversight for all of Idaho's large-scale projects. The project management office should work directly with relevant agencies to determine the level of assistance and oversight needed for each large-scale project.

The department has created an office that primarily works on the messaging project and, as time permits, other internal projects. The department intends for the office to remain in operation after the completion of the messaging project. Department officials stated that additional staff and resources are necessary to implement this recommendation.

Status: This recommendation has **not been implemented**.

Services Consolidation

Our original report identified the need for compatible common services among agencies. Although some agencies were working in coordination with state efforts, little effort was made to avoid duplication and to ensure agency IT needs were cost-efficient. Similar to recommendations 3.1 and 3.2, the department and ITRMC should work in cooperation to develop processes, procedures, and criteria for consolidation projects.

Recommendation 4.1: *The Office of the Chief Information Officer (Department of Administration) and the Information Technology Resource Management Council should develop policies to articulate the process they will use to select which systems will be consolidated or shared and clearly identify their respective roles and responsibilities.*

Department officials have stated that the Governor has directed consolidation of government technology systems when appropriate. In accordance with that directive, the department and ITRMC plan to formally discuss criteria for selecting consolidation of common systems at the next ITRMC meeting.

According to staff in the department, an ITRMC subcommittee will be created to focus solely on consolidation projects; approval is anticipated during the April 2009 ITRMC meeting. The subcommittee will oversee the development and operation of high quality, reliable statewide IT services as provided by the department but will not identify the processes that will be used to select which systems will be consolidated.

A department administrator said that current messaging project staff will remain for future consolidation projects, using the messaging project as a model for completing future projects. Although the department and ITRMC have started to make progress in implementing this recommendation, specific criteria have not been established for selecting large consolidation projects.

Status: This recommendation has **not been implemented**. The department anticipates a formal discussion on this recommendation during the next ITRMC meeting.

Recommendation 4.2: *The Office of the Chief Information Officer (Department of Administration), with support and final approval from the Information Technology Resource Management Council, should develop a detailed plan for consolidating common IT services that should include the following criteria:*

- *Steps for collecting and verifying information and cost data for identified consolidation or shared services projects*
- *An evaluation of the costs and benefits of building on the existing infrastructure of shared services and consolidations*
- *Development of requirements and criteria for reviewing and approving consolidation initiatives that are aligned with leading practices for reviewing and approving large-scale IT projects*

Both the department and ITRMC have agreed with the recommendation and intend to fully implement it within the next few years. However, department

officials stated that there was a great deal of work associated with implementing the recommendation and efforts were temporarily put on hold pending action on other projects.

Status: This recommendation has **not been implemented**.

Chapter 3

Public Safety Communications

Our original report made 11 recommendations for public safety communications in three areas: radio communications interoperability, coordination among public safety communications entities, and 911 communications. Currently, public safety entities have implemented four recommendations. Implementation of six recommendations is in process; one recommendation is open for legislative action. Since our 2008 report, public safety agencies have continued to work toward achieving statewide communications interoperability through a number of efforts.

Statewide Interoperability

Following our 2008 report, the Public Safety, Education and Communications Governance Council and the Statewide Interoperability Executive Council have worked together to establish policy of interoperable communications through work on a governance charter and completion of the statewide needs assessment on radio interoperability. Even though much progress has been made, the councils acknowledge that their work continues.

Interoperable Communications Governance Project

***Recommendation 5.1:** The Public Safety, Education and Communications Governance Council should provide a leadership role in ensuring that state agencies are appropriately informed and their radio system needs are appropriately integrated into planning efforts for a new interoperable communications system.*

The Governance Council has taken a leadership role in ensuring that Idaho's public safety communication needs are met. Idaho applied, and was subsequently selected, as one of six states to participate in a National Governors Association policy academy. The academy will assist Idaho in establishing a governance model within the state to develop a new interoperable communications system.

Interoperability refers to the ability of emergency responders to talk to each other in real time and to coordinate efforts during a routine incident, disaster situation, or special event.

Through working with the academy, the Governance Council plans to develop a governance model based on best practices, a communications system based on standards that effectively meet public safety needs, and an action plan for the future. According to the Military Division, the Governance Council is partnering with the Interoperability Council to integrate findings from a 2008 needs assessment of Idaho's radio communications interoperability with this project. A governance charter is slated to be released in August 2009.

Status: This recommendation has been **implemented**.

Recommendation 7.1: *The Public Safety, Education and Communications Governance Council and the Statewide Interoperability Executive Council should continue efforts to formally establish their respective policy authority, roles, and responsibilities. These efforts should specify what authority each council will have in the planning effort for the statewide interoperable radio system and how decisions will be made for planning, construction, maintenance, and funding the new system.*

The Military Division has reported that the Governance Council and the Interoperability Council are working to address this recommendation through their efforts on the governance charter, as discussed in recommendation 5.1. Additionally, the Governance Council has outlined goals, objectives, and specific activities to meet its responsibility to provide oversight and develop sustainable funding strategies.

Status: Implementation of this recommendation is **in process**.

Recommendation 7.3: *The Public Safety, Education and Communications Governance Council and the Statewide Interoperability Executive Council should clearly articulate how the planning, construction, funding, and maintenance of the new interoperable communications system will be divided among state and local governments. The lead planning entity should build on the planning work completed to date (Interoperable Communications Technical Assistance Program, I-C-A-WIN) and develop a detailed strategic plan for the selected interoperable radio system. The strategic plan should identify goals, objectives, schedules, roles, responsibilities, and strategies for planning, constructing, funding, and maintaining the statewide system. This plan should also have measures to track achievement of the plan goals, such as goals for reaching specific levels of interoperability within identified timeframes.*

As discussed in recommendations 5.1 and 7.1, the governance charter should detail how responsibility will be divided for planning, construction, funding, and maintenance of the new interoperable communications system. The governance charter is building on previous work completed.

Status: Implementation of this recommendation is **in process**.

Statewide Radio Interoperability Needs Assessment

Recommendation 7.2: *Following completion of the current needs assessment, the Public Safety, Education and Communications Governance Council and the Statewide Interoperability Executive Council should complete a clear, detailed analysis of the project options (e.g., 700 MHz or hybrid system). This analysis should include the following elements:*

- *A detailed analysis of how the project options meet the Statewide Interoperability Executive Council's strategic goals and the operational needs of both state and local public safety agencies*
- *A detailed analysis of the life cycle costs, benefits, and risks of each project alternative*

The timeliness of this recommendation is of particular importance because of the Federal Communications Commission's mandate that all public safety agencies upgrade their radio equipment by December 2012. In September 2008, the federal Interoperable Communications Technical Assistance program completed a statewide radio interoperability needs assessment for Idaho. The assessment included an analysis of how the state could achieve an interoperable radio system through two options: (1) a 700 megahertz (MHz) radio frequency system or (2) a 700 MHz system with a VHF overlay. The assessment compared the two systems, including the estimated cost of each, and concluded that the 700 MHz system is the most viable option for Idaho.

The Governance Council has created a subcommittee on radio interoperability to review the conceptual design recommended in the statewide needs assessment. The assessment included some analysis of how the 700 MHz system meets the Interoperability Council's strategic goals as well as the operational needs of the both state and local public safety agencies. According to Military Division officials, the governance charter will better illustrate the link between the recommended system and the Interoperability Council strategic goals and public safety agencies needs.

Status: Implementation of this recommendation is **in process**.

Coordination Among Stakeholders

Since our original report, public safety entities have worked closely together to ensure appropriate coordination of public safety communications initiatives. A representative from the Bureau of Homeland Security serves on the Governance Council, the Interoperability Council, and the Emergency Communications

Commission (ECC) to promote both coordination and cooperation. Additionally, considerations are being given for adding members to the Interoperability Council.

Recommendation 5.2: *The Statewide Interoperability Executive Council and the Emergency Communications Commission, in collaboration with the Public Safety, Education and Communications Governance Council, should develop a communications plan to ensure their planning efforts are closely coordinated.*

The Governance Council, the Interoperability Council, and ECC agreed to coordinate their meeting schedules to accommodate members serving on more than one organization. For example, the Interoperability Council and ECC representatives are non-voting members of the Governance Council, and the director of the Bureau of Homeland Security holds positions on all three organizations. The coordinators of the Interoperability Council and ECC are also housed in the same location, which allows for further coordination. We acknowledge the efforts made on the part of each entity to coordinate with the other, and we encourage the Governance Council, the Interoperability Council, and ECC to continue those efforts.

Status: This recommendation has been **implemented**.

Recommendation 7.4: *The Public Safety, Education and Communications Governance Council has two members (director of Idaho State Police and director of Bureau of Homeland Security) serving on the Statewide Interoperability Executive Council. The Statewide Interoperability Executive Council should add one additional state representative who can represent state government policy—not a state agency perspective—to the membership of the Statewide Interoperability Executive Council.*

In 2008, the Interoperability Council added two legislators (a senator and a representative) to its membership. As voting members of the council, these legislators represent state government policy.

Status: This recommendation has been **implemented**.

Recommendation 7.5: *The Statewide Interoperability Executive Council should add additional representation from local public safety agencies in smaller jurisdictions so stakeholder input is evenly balanced among large and small local governments.*

Military Division officials have stated that the Interoperability Council is currently considering whether to add representation from the Regional Interoperable Governance Committee, whose membership consists of smaller

public safety agencies across the state. According to the Military Division, further recommendations for adding membership will be made in the governance charter.

Status: Implementation of this recommendation is **in process**.

Recommendation 7.6: *The Public Safety, Education and Communications Governance Council and the Statewide Interoperability Executive Council should continue to actively engage the federal government agencies operating within Idaho and the state’s Native American tribal governments in the planning process.*

Both federal government agencies and an Idaho tribal government hold voting positions on the Interoperability Council, and the Interoperability Council holds a non-voting position on the Governance Council. As discussed in recommendation 7.5, the governance charter should provide additional recommendations for further changes to Interoperability Council membership.

Status: Implementation of this recommendation is **in process**.

Emergency Services

Idaho has made improvements for 911 communications since our original report was released in 2008. Exhibit 3.1 defines some of the common emergency service terms. The state has provided additional funding to help upgrade the state’s 911 capabilities, and ECC is developing a strategic plan. The system of 911 fee collection, distribution, and expenditure remains at the local level, and ECC does not anticipate recommending legislative changes to the current system.

Recommendation 6.1: *The Emergency Communications Commission should develop a comprehensive strategic plan that establishes statewide goals and timelines for phase II compliance throughout Idaho and identifies specific strategies it will use to help local governments achieve these goals. This plan should be updated annually and presented to the Legislature.*

The commission is developing a strategic plan that will outline wireless phase II implementation plans and has stated that the plan will be completed by July 2009.¹ Since last year, more public safety answering points have transitioned to

¹ The strategic plan is based on a template released by the National Emergency Number Association.

EXHIBIT 3.1 EMERGENCY SERVICE TERMS AND DEFINITIONS

Public safety answering points	Centers that receive 911 calls. Operators send first responders (police, fire, and emergency medical services) to a caller's location.
Basic 911	Emergency call from a land line or cell phone automatically connected to the nearest answering point and the caller verbally providing the telephone number and location.
Enhanced 911 (E911)	Emergency call from a land line automatically connected to the nearest answering point with the telephone number and address.
Wireless phase I	Emergency call from a cell phone automatically connected to the nearest answering point with telephone number and location of the nearest cellular tower.
Wireless phase II	Emergency call from a cell phone automatically connected to the nearest answering point with telephone number and location of the caller within 50 to 300 meters.
Next generation 911	Enhanced features and functions of E911. For example, someone in an emergency could text message an answering point and receive services.

Source: Office of Performance Evaluations.

enhanced 911 (E911) capability and wireless phase II compliance. Currently, 33 out of 46 answering points are E911 capable. Twenty-three answering points with E911 capabilities are wireless phase II compliant.

This year, ECC presented a report to the Legislature identifying three goals for 911 services:

1. Ensure all answering points are E911 capable
2. Ensure all answering points are wireless phase I and II compliant
3. Assess the feasibility of implementing next generation 911

The ECC report also detailed two funding sources to achieve E911 capabilities for all answering points—new federal grant funding for fiscal year 2009 and an additional 911 fee to be collected as a result of 2008 legislation.² The new funds should allow the remaining counties operating basic 911 systems to move to E911 beginning in October 2009, with all counties' answering points wireless phase II compliant by 2011. The report also mentioned that ECC will need to identify other sources of funding to move the entire state to next generation 911 when the additional grant fee expires in 2014.

Status: Implementation of this recommendation is **in process**.

² Legislation is discussed in greater detail in recommendation 6.2.

Recommendation 6.2: *The Legislature should consider providing the Emergency Communications Commission with additional dedicated funding so that it can directly support the improvement of E911 capabilities statewide. The commission should present to the Legislature a detailed plan explaining how much money is needed and for what specific purposes.*

During the 2008 legislative session, the Legislature passed House Bill 447. The legislation provides Idaho counties with the ability to collect an enhanced emergency communications fee of 25 cents from telephone and communication customers on a monthly basis through 2014.³ The 25 cent fee allows ECC to help rural counties with the greatest need to transition to E911 capability and pay for ongoing maintenance of systems.⁴ As of February 2009, 33 counties have passed an enhanced fee resolution. The fee is expected to generate enough funds to upgrade all counties that still operate basic 911 answering points.

Status: This recommendation has been **implemented**.

Recommendation 6.3: *The Legislature should strengthen accountability over the collection, distribution, and expenditure of 911 fees. This may be accomplished by either:*

- *replacing the current local fee collection system with a central system within the Emergency Communications Commission and requiring local governments to the commission to report on their use of 911 funds; or*
- *authorizing the Emergency Communications Commission to require that local governments submit annual reports to the commission with the results of their 911 fund audits, detailing the amount of the fees collected, funds expended, and use of the funds.*

Our original report found that Idaho was one of only six states that does not centrally manage emergency communication funds. In response to our recommendation for the Legislature to strengthen accountability over the management of 911 fees, ECC has stated that changing Idaho's local fee collection system to a central system would require a significant investment from the State General Fund.

Presently, ECC does not anticipate recommending that the local system be replaced for additional reasons: (1) ECC does not believe it has the resources to

³ The telephone and communication customers are traditional wire line, wireless, and voice over internet (VoIP) providers.

⁴ The 25 cent fee is in addition to a \$1 emergency communication fee already being collected to support local public safety answering points.

manage a central system; (2) ECC does not believe local governments would support such a change; and (3) ECC believes funds are best managed by local governments that operate the answering points. Further, ECC believes its role is to facilitate communication among the answering points and does not wish to micromanage other elected government officials by requiring the counties to submit the results of their annual audit reports.

Status: This recommendation is **open for legislative action**.

Chapter 4

Looking Forward

Our 2008 report noted that changes in technology affect both the operational and governance needs of information technology and public safety communications. To plan for these changes, as well as to strengthen inter-governance coordination and avoid duplication of efforts, we made three recommendations.

Information Technology and Public Safety Communications Coordination

In our original report, we found that the responsibilities of leadership and governance were uncertain as Idaho moved to address new and emerging information technology (IT) and public safety communications issues. The original report stated that clear roles and responsibilities needed to be defined and formalized in order for effective coordination to occur. Since that time, IT and public safety communications governance structures have begun taking action to coordinate efforts and define agency roles.

Recommendation 8.1: *The Office of the Chief Information Officer (Department of Administration), with guidance provided by the Information Technology Resource Management Council, should lead the effort to develop a detailed strategic plan to integrate the state’s current and future broadband networks. The Office of the Chief Information Officer (Department of Administration) should closely collaborate with the Military Division and the Public Safety, Education and Communications Governance Council to ensure that unique public safety communication needs are met.*

To begin addressing the first piece of the recommendation, the Department of Administration and the Information Technology Resource Management Council (ITRMC) are developing a migration plan for IdaNet—the state’s broadband telecommunications network that allows state agencies to transfer data and voice information. The IdaNet migration plan permits for the integration of current and future broadband networks with the eventual migration of additional state entities. The IdaNet steering committee is currently building a timeframe and

examining costs for the project. The Governance Council is also involved in the planning process to ensure that public safety and education communications needs are strategically incorporated into the migration plan.

To address the second piece of the recommendation, the Governance Council released a business plan in November 2008 that explicitly addresses partnering with the department and ITRMC to coordinate and collaborate on the development of public safety communications technology strategies. In October 2008, ITRMC invited a Military Division representative to act as a special liaison between ITRMC and the Governance Council.¹ In February 2009, the Governor appointed a Military Division representative as a voting member of ITRMC.

Status: Implementation of this recommendation is **in process**.

***Recommendation 8.2:** The Information Technology Resource Management Council should establish a subcommittee—in consultation with the Office of the Chief Information Officer (Department of Administration) and Public Safety, Education and Communications Governance Council—that is charged with monitoring changes in communications technology, assessing the long-term impact of changes on the state’s communications systems, and integrating the changes into the strategic plan.*

Presently, ITRMC has not created a subcommittee to monitor, assess, and integrate changes in communications technology into the state’s strategic communications plan. The department has stated that it is considering establishing a subcommittee with ITRMC to address communications technology issues; overseeing communication needs and monitoring technology currently occurs at the department level.

Status: This recommendation has **not been implemented**.

***Recommendation 8.3:** The Public Safety, Education and Communications Governance Council should establish a joint workgroup with the Statewide Interoperability Executive Council and Emergency Communications Commission to study the common communications needs of public safety answering points and the proposed public safety interoperable radio system in light of impending changes in communications technology. This joint workgroup should prepare a state level plan that includes recommendations for state governance of, and planning for, all current and future 911 communications functions. One objective should be to determine if the Statewide Interoperability*

¹ The Military Division representative is the current deputy director of Interoperable Communications within the Bureau of Homeland Security.

Executive Council and Emergency Communications Commission should be combined.

The Governance Council is collaborating with both the Interoperability Council and ECC to create the governance charter discussed in chapter 3. However, a formalized joint workgroup has not been established among the Governance Council, the Interoperability Council, and ECC. A Military Division representative has stated that the governance charter will make recommendations for how the Interoperability Council and ECC could work more efficiently, which may include merging the two entities.

Status: This recommendation has **not been implemented**.

Appendix A

Agency Implementation Efforts



State of Idaho

Department of Administration
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March 11, 2009

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Boise, Idaho 83702

Dear Mr. Mohan,

Accompanying this letter is a document outlining our responses to the recommendations in the Office of Performance Evaluations Report 08-01, 'Governance of Information Technology and Public Safety Communications'. I've also included supporting materials that are referenced in and provide support to our responses. All responses and supporting material are included in electronic format on the supplementary compact disc.

Thank you for working with us to extend the initial period for responding to the report. That extension allowed us to develop a better response than would otherwise have been possible with the other time-sensitive and high-visibility issues we were working into mid February.

If you have any questions, please feel free to contact me directly or you may contact our Chief Technology Officer, Greg Zickau, at 332-1875.

Sincerely,

A handwritten signature in blue ink, appearing to read "J. Michael Gwartney".

J. Michael Gwartney
Chief Information Officer

cc: Wayne Hammon, Administrator, Division of Financial Management

Recommendation 2.1

Status: Ongoing

Implementation of this recommendation is pending draft legislation for next session. In the interim the Office of the CIO (OCIO) is making good progress by leveraging authority inherent within the Department of Administration as outlined in IC 67-5748 and by continuing to provide staff support to ITRMC with the authority of IC 67-5745 A-D (Tab 1: Idaho Codes 67-5748 and 67-5745 A-D).

Recommendation 2.2

Status: Ongoing.

The OCIO continues to provide leadership for state information technology operations and initiatives with appropriate assistance from ITRMC subcommittees. For example, the OCIO recently refreshed the State Strategic Plan and an accompanying Business Plan (Tab 2: State IT Strategic and Business Plans) with the assistance of the Information Technology Executive Advisory Council (ITEAC) Chairman, Craig Potcher. OCIO also reviewed the strategic and business plans as well as proposed policies and standards directions with ITEAC, incorporating their input wherever appropriate to do so (Tab 3: ITEAC agenda August 5, 2008 Review of Strategic Plan / agenda February 3, 2009 Approval of Wireless Security Policy).

OCIO worked in conjunction with ITEAC to determine large scale projects for review (Tab 4: ITEAC agenda February 5, 2008 "Large-scale IT Projects" / ITRMC agenda February 27, 2008 "Priorities & Strategic Planning" / ITRMC handout of proposed Initiatives for 2008); however, this is an interim process pending development and adoption of a formally recognized process (see response to 3.1 below).

The OCIO continues to lead the implementation of the Consolidated Messaging Project. The efforts of OCIO personnel here have both lead and demonstrated a seismic shift in the general attitude of technology personnel across the state, establishing a culture where collaboration and cooperation are rapidly becoming the norm. This is evidenced by the 10,000 plus volunteer hours that agency personnel and others have contributed to the project (Tab 5: Messenger newsletter – "In-kind support" on page 2). This new culture of cooperation is also evidenced by agency willingness to contribute money to the project when possible (Tab 6: Board of Examiners minutes September 16, 2008 – agenda item 7 showing spending by the Dept. of Labor for the Consolidated Messaging Project). This project is on schedule (Tab 7: project tracking sheet) as of March 2009, having successfully migrated 13 agencies with 2 to 4 agencies

being transitioned each week. The project's design and configuration have been vetted by our partner vendor and found to meet Microsoft recommended best practices. At an anticipated monthly mailbox cost of \$5, this is one of the lowest in costs when compared to other states and private sector initiatives. Once all executive agencies are migrated, 80+ email servers and their associated software will have been reduced to 6 serving the enterprise through the Consolidated Messaging System. OCIO has requested FY 2010 funding to continue this success.

During agency budget preparations for FY10, the OCIO reviewed all agencies-submitted IT plans and budget inputs and provided recommendations to DFM that would save the state 1.2 million by either eliminating the request or consolidating like requests among agencies.

The desktop and laptop standards developed under the leadership of OCIO over a year ago continue to save the state annually as agencies are utilizing these standard configurations and vendor partners. Our vendors routinely update their offerings as new components become available, upgrading systems without increasing the cost.

OCIO is leading efforts to establish the Idaho Education Network. (Tab 8: Presentation slides (3 sets), business plan) The 2008 legislative session established specific responsibilities for the Department of Administration through IC 67-5745D (refer to Tab 1). Preparing for this major project has consumed considerable attention during the last year, and has also meant that OCIO has taken a lead role in IT operations and initiatives just as recommended. In August 2008, OCIO released through the Division of Purchasing a Request for Information (RFI) (Tab 9) to gather industry perspectives on costs and technology. OCIO used that information to subsequently release a Request for Proposals (RFP) (Tab 10) that resulted in the award of contracts for IEN to Education Networks of America and Qwest. OCIO prepared and submitted budget requests for General Funds in State FY 2010 to implement their statutory responsibilities and has also sought funds through the Federal American Reinvestment and Recovery Act in accordance with the Governor's Executive Order 2009-06 (Tab 11: stimulus request forms for Video Teleconferencing / Idaho Education Network / Consolidated Messaging System / Telecommuting Support Capability).

OCIO is leading efforts to consolidate telephone systems. The first effort migrated the Office of Species Conservation onto the Department of Administration telephone system, reducing recurring telecommunications cost for Species Conservation from \$4,500 to \$2,160 annually. Plans to consolidate three separate NEC 2000 telephone switches are currently underway (Tab 12: Purchase Order for consolidation of NEC 2000 telephone switches). This next phase of consolidation will serve the Governor's Office (including DFM, DHR and Lt Governor's offices), Department of Insurance (Boise office) and the Department of Administration (including State Board of Education, Professional Technical Education and Idaho Vocational Rehabilitation). This will result in fewer duplicative facilities to support the respective agencies, three fewer

redundant telephone switches and voice mail systems and is estimated to reduce operating costs by approximately \$38,000 annually. In short, this next phase reduces operating costs by consolidating four stand-alone telephone and voicemail systems into one shared system serving eleven agencies at nine separate locations.

The Office of the CIO has led the effort over the last year and a half to bring the latest in Web technologies to the state agencies and in particular the State Home page. With the launch in March of the new state home page www.idaho.gov (Tab 13) this effort was realized. This effort involved working with the State webmasters, our Access Idaho partner, national resources and other state's web development teams to gather the ideas and technology. We also coordinated with Government Technology, Best of the Web team to gather a broader perspective of what information and services are important to citizens. The new database-driven design will allow us to continue to enhance the state web presence this coming year and in the future. To support the Governor's initiative of a more consistent look to state agencies web sites the Office of the CIO, in conjunction with our Access Idaho Partner, has developed templates for the new design that will allow agencies to more easily update their sites to a consistent design.

Beginning in December of 2007, the OCIO began researching the value of a unified endpoint security product (ESP). Specific goals included lowering the cost of endpoint protection through volume purchasing and raising baseline security across all State agencies. The OCIO determined there was strong interest from State agencies to obtain competitive pricing at the endpoint security level. This interest prompted the OCIO to coordinate an all day event with five endpoint protection vendors allowing them to showcase their products and field questions. Trend, Sophos, Symantec, McAfee and Kaspersky were invited to present. Representatives from 21 state agencies participated in this evaluation process. The consensus of the participating agencies determined the McAfee product best met their security needs. An Invitation to Bid was released in early summer of 2008. The contract was awarded to McAfee and signed in October of 2008. The OCIO's goals of cost saving and increased security were attained through multi-agency cooperation.

Under the OCIO, the Geospatial Information Officer (GIO) led a comprehensive, statewide planning effort among GIS professionals in all types of organizations to generate a strategic vision for Idaho's spatial data infrastructure (Tab 14). A Business Plan (Tab 14) provides the business justification and sets forth how to achieve the vision in five years with appropriate resources. This is a multi-organization, multi-level undertaking for the benefit of all governments, businesses and citizens in Idaho. Its benefits include increased operational efficiency, reduced and avoided costs, enhanced revenues, better-informed decisions, reduced travel and CO2 footprint, saved lives and property, and increased economic competitiveness.

When completed, ISDI will provide a robust mapping platform composed of the most commonly needed geographic data, kept up to date, readily accessible and easy to use.

The GIO is leading a consortium of about 35 governments and private companies in a partnership with the USDA to acquire statewide imagery of Idaho to be flown this summer. In making the fiscal arrangements, the GIO initiated discussions with fiscal officers and attorneys to identify funding and contracting vehicles to enable this collaborative activity and also successfully negotiated the Memoranda of Agreement for each partner and the primary partnership agreement with USDA. This effort has led to a close partnership between Department of Administration and the Idaho Military Division. Spending authority for the imagery purchase and expenses related to quality control, distribution and access to the imagery is pending before the Idaho Legislature.

Recommendation 2.3

Status: In progress.

The OCIO continues to work with the Division of Financial Management to review agency budget requests.

Recommendation 2.4

Status: Ongoing.

Both the OCIO and State Controller's Office have used impromptu opportunities to advocate that state agencies make full use of the statewide accounting system to track technology costs. While the OCIO and personnel at the State Controller's Office have established solid working relationships through formal and informal meetings and collaborative projects, the particular aspects of this recommendation have been discussed only in informal meetings. OCIO believes this recommendation will require substantial effort from the Division of Financial Management, the State Controller's Office, individual agencies, and OCIO in order to properly use the statewide accounting system and, perhaps, review tracking codes to ensure they align with modern technology.

Recommendation 3.1

Status: Ongoing.

This recommendation was confirmed in review by an independent panel enacted by ITRMC to review IT governance and make recommendations (Tab 15: recommendations of IT Alignment Task Force). OCIO intends to have a process in place in time to support a new process for state FY 2011 budgeted projects.

Recommendation 3.2

Status: Under consideration. Dependent on 3.1.

Recommendation 3.3

Status: Partially complete. Further efforts pending resources.

While OCIO has created a small office from existing staff to support the Consolidated Messaging Project and other internal OCIO projects, enacting this recommendation will require personnel authorizations and funding that are not currently available.

Recommendation 4.1

Status: In progress.

Incorporating Recommendation 2.2 into actions taken in response to this recommendation, OCIO is working with the ITEAC to develop criteria for systems which would be consolidated or shared as well as respective roles and responsibilities. OCIO has also sought and is actively using resources associated with the Consolidated Messaging Project to develop processes appropriate for managing enterprise level state services. OCIO, in conjunction with personnel from other agencies, have developed a charter for a Consolidated Services Steering Committee (Tab 16). OCIO has also coordinated development of standardized enterprise service processes using the concepts of the Information Technology Information Library (ITIL). Processes to be developed include Incident Management, Change Management and Problem Management (Tab 17: Consolidated Messaging Operations Processes Team Charter and draft Operations Manual).

Recommendation 4.2

Status: In progress.

There is a great deal of work associated with this recommendation. While OCIO concurs with the recommendation, work was temporarily held in abeyance pending work related to the Idaho Education Network.

Recommendation 8.1

Status: In progress and ongoing

The OCIO and ITRMC are collaboratively working with the Idaho Military Division and the Public Safety and Education Communications Governance Council (PSECGC) to develop an integrated plan for state broadband technology use. OCIO has participated in developing a strategic plan (Tab 18) for the PSECGC and is working to help develop an operations plan.

To ensure proper cross flow of information between ITRMC and the PSECGC, ITRMC invited the Deputy Director of Homeland Security to act a liaison to ITRMC and participate in council meetings (Tab 19: ITRMC minutes October 22, 2008 – introduction of Steve Steiner). The Governor formalized this effort by appointing the Director of the Bureau of Homeland Security to ITRMC as a voting member (Tab 20: Colonel Shawver’s letter of appointment to ITRMC).

Recommendation 8.2

Status: In progress.

While ITRMC and OCIO consider creating a subcommittee, OCIO is monitoring technology and ensuring appropriate communication through the ITEAC subcommittee as well as the informal Information Systems Executive Council. OCIO considers the potential impact of new technologies in conjunction with the other groups and will include the new technologies into strategic planning considerations.



MILITARY DIVISION, STATE OF IDAHO

4040 W. GUARD STREET, BLDG 600
BOISE, IDAHO 83705-5004

C. L. "BUTCH" OTTER
GOVERNOR

February 17, 2009

THE ADJUTANT GENERAL
LAWRENCE F. LAFRENZ

Mr. Rakesh Mohan, Director
Office of Performance Evaluations
700 West State St. Suite 10
Boise, Idaho 83720-0055

Dear Mr. Mohan:

Your office has requested a response from the Idaho Military Division in regard to your emergency communications audit. Included in this letter is the reply to the issues you raised. If you need any further information, do not hesitate to call my Director of the Bureau of Homeland Security, Bill Shawver at 422.5301 or 422.5242.

A handwritten signature in black ink, appearing to read "Lafrenz", written over the printed name.

LAWRENCE F. LAFRENZ

Major General

The Adjutant General, Idaho

Chapter 5

5.1 The Public Safety Communications Governance Council should provide a leadership role in ensuring that state agencies are appropriately informed and their radio system needs are appropriately integrated into planning efforts for a new interoperable communications system.

Since its formation the PSECGC has provided a leadership role for state agencies in conjunction with the SIEC to develop a statewide P25 standards radio communication system. Currently the PSECGC and the SIEC are partnering to integrate the recently completed statewide assessment with a project to create a statewide P25 Statewide Governance charter. Idaho was one of six states selected by the NGA to participate in establishing Governance models for the State of Idaho and would be used by other states as they reach that milestone.

5.2 The Statewide Interoperability Executive Council and Emergency Communications Commission, in collaboration with the Public Safety Communications Governance Council, should develop a communications plan to ensure their planning efforts are closely coordinated.

The SIEC and the IECC work with each other on a daily basis as the coordinators for both groups are housed in the same location. The coordinators of each organization attend the other's meetings on a regular basis and provide updates during those meetings. The SIEC and the IECC plan joint trainings for those they serve and also plan joint presentations to save time and money. The IECC has moved its regular meeting date to take place on the afternoon of the regular meeting date of the SIEC to save travel costs for those who serve on both the IECC and the SIEC and for other participants from local government who attend both meetings.

In regard to the IECC and the PSECGC, the IECC holds a non-voting position on the PSECGC and a representative from the IECC attends the meetings when they are held. Lastly, the IECC does provide information to the PSECGC through the Military Division who provide the administrative support for the IECC.

6.1 The Emergency Communications Commission should develop a comprehensive strategic plan that establishes statewide goals and timelines for Phase II compliance throughout Idaho and identifies specific strategies it will use to help local governments achieve these goals. This plan should be updated annually and presented to the Legislature.

The IECC has work in progress on its strategic plan that is based upon a template that was recently developed and released in November 2008 by a consultant retained by the National Emergency Number Association (NENA) for use by all states for this purpose. The Idaho plan will be completed by July 2009. The plan will be used to obtain funding from the federal

government under the New and Emergency Technologies Act of 2008 (NET 911) passed by Congress. Federal funding has been approved and will be provided to Idaho and all other states in the amount of \$500,000 by September 30, 2009. Idaho through the IECC will be eligible for additional funding with a dollar for dollar match. With the implementation of the Enhanced Emergency Communications Grant Fee the IECC anticipates revenue from this grant fund to be approximately another \$1.7 million in FY 2009. It is anticipated that this funding will be enough to move all Basic 9-1-1 Centers to Enhanced 9-1-1 beginning in October 2009.

The IECC presented and provided its 2009 Annual Report update to the Idaho Senate State Affairs Committee on January 23, 2009 and anticipates that it will be scheduled to report to the Idaho House of Representatives States Affairs Committee in the coming weeks.

6.2 The Legislature should consider providing the Emergency Communications Commission with additional dedicated funding so that it can directly support the improvement of E911 capabilities statewide. The commission should present to the Legislature a detailed plan explaining how much money is needed and for what specific purposes.

The IECC proposed and was successful in getting the Idaho Legislature to pass the Emergency Communications Enhanced Grant Fee during the 2008 legislative session. This fee allows Idaho counties to collect 25 cents from all wireline, wireless and VoIP phones in their jurisdictions to be placed in a grant fund managed by the IECC to help fund the needed improvements in 911 centers across the state as and many centers in rural Idaho do not have Enhanced 9-1-1 service. As of February 2009, thirty-three (33) of Idaho's forty-four (44) counties have passed an Enhanced Grant Fee resolution. Additionally, all four of the counties that were not previously collecting the Emergency Communications Fee ("911 Fee") of \$1.00 received voter approval to collect that fee in November and have begun doing so. The IECC is working on resolving issues that have prevented the remaining eleven (11) counties from implementing the Enhanced Grant Fee. After the IECC receives the first set of grant applications there will be a better understanding of future funding needs and the IECC will assess the needs on an ongoing basis.

- 6.3 The Legislature should strengthen accountability over the collection, distribution, and expenditure of 911 fees. This may be accomplished by either:
- Replacing the currently local fee collection system with a central system within the Emergency Communications Commission and requiring local governments to the [sic] commission to report on their use of 911 funds; or
 - Authorizing the Emergency Communications Commission to require that local governments submit annual reports to the commission with the results of their 911 fund audits, detailing the among of the fees collected, funds expended, and use of the funds.

The IECC does not anticipate recommending that the Emergency Communications Act be amended to accomplish these recommendations. The IECC strongly believes that funds are best managed at the local government level as these governments are the operators of the Public Safety Answering Points (“PSAPs”) that work in cooperation with local law enforcement, emergency medical services and fire departments and are best suited to know what the needs of a particular community are. Additionally, the IECC does not believe that it would have the staffing to accomplish such a drastic change in local government funding and the technical expertise to manage such a program, nor does the IECC believe that it would be supported at the local level.

The current statute requires that these funds be audited in the annual audits conducted by the county or the 911 service area. The IECC does not believe that there needs to be an additional cost imposed on counties to accomplish what is already being done by the County Auditors.

Chapter 7

7.1 The Public Safety Communications Governance Council and the Statewide Interoperability Executive Council should continue efforts to formally establish their respective policy authority, roles, and responsibilities. These efforts should specify what authority each council will have in the planning effort for the statewide interoperable radio system and how decisions will be made for planning, construction, maintenance, and funding the new system.

The PSECGC and the SIEC are currently in process with the implementation of the Statewide/Regional/District Interoperable Communications Governance project to address the goals of 7.1 . (Refer to question 5.1 answers for detail)

7.2 Following completion of the current needs assessment, the Public Safety Communications Governance Council and the Statewide Interoperability Executive Council should complete a clear, detailed analysis of the project options (e.g., 700 MHz or hybrid system).

This is defined in the Statewide Assessment. Additionally the PSECGC has created an Interoperable Radio Sub-Committee to review the Statewide Assessment and will provide a recommended State/Statewide partnership P25 standards system.

This analysis should include the following elements

- A detailed analysis of how the projects options meet the Statewide Interoperability Executive Council's strategic goals and the operational needs of both state and local public safety agencies Governance of Information Technology and Public Safety Communications.

A portion of this analysis is represented in the Statewide Assessment and will be better defined through the Statewide/Regional/District Interoperable Communications Governance Project.

- A detailed analysis of the life cycle costs, benefits, and risks of each project alternative.

This is defined in the Statewide Assessment.

7.3 The Public Safety Communications Governance Council and the Statewide Interoperability Executive Council should clearly articulate how the planning, construction, funding, and maintenance of the new interoperable communications system will be divided among state and local governments. The lead planning entity should build on the planning work completed to date (Interoperable Communications Technical Assistance Program, I-C-A-WIN) and develop a detailed strategic plan for the selected interoperable radio system. The strategic plan should identify goals, objectives, schedules, roles, responsibilities, and strategies for planning, constructing, funding, and maintaining the statewide system. This plan should also have measures to track achievement of the plan goals, such as goals for reaching specific levels of interoperability within identified timeframes.

Currently In process with the implementation of the Statewide/Regional/District Interoperable Communications Governance Project. These requirements will be addressed as the Governance Project is developed.

7.4 The Public Safety Communications Governance Council has two members (director of Idaho State Police and director of Bureau of Homeland Security) serving on the Statewide Interoperability Executive Council. The Interoperability Council should add one additional state representative who can represent state government policy—not a state agency perspective—to the membership of the Statewide Interoperability Executive Council.

Completed in 2008 by filling the Idaho House and Senate seats on the SIEC; Representative Marv Hagedorn and Senator James Hammond.

7.5 The Statewide Interoperability Executive Council should add additional representation from local public safety agencies in smaller jurisdictions so stakeholder input is evenly balanced among large and small local governments.

Members of the Regional Interoperable Governance Committee (RIGC) which represent the three (3) state regions are being considered to fill this recommendation. The RIGC's membership is comprised from the smaller public safety agencies across the state. Further recommendations to add local representation will be part of the Statewide/Regional/District Interoperable Governance Project report due out in August 2009.

7.6 The Public Safety Communications Governance Council and the Statewide Interoperability Executive Council should continue to actively engage the federal government agencies operating within Idaho and the state's Native American tribal governments in the planning process.

The federal government agencies have representatives on the SIEC and are actively involved; Native American tribal governments have a representative on the SIEC but not actively involved. As noted in 7.5, the Statewide/Regional/District Interoperable Governance Project will provide recommended additions/changes to the SIEC membership.

8.3 The Public Safety Communications Governance Council should establish a joint workgroup with the Statewide Interoperability Executive Council and Emergency Communications Commission to study the common communications needs of public safety answering points and the proposed public safety interoperable radio system in light of impending changes in communications technology. This joint workgroup should prepare a state level plan that includes recommendations for state governance of, and planning for, all current and future 911 communications functions. One objective should be to determine if the Statewide Interoperability Executive Council and the Emergency Communications Commission should be combined.

This process has started with the implementation of the Statewide/Regional/District Interoperable Communications Governance Project. Final proposals to be provided by August 2009.



**STATE OF IDAHO
OFFICE OF THE STATE CONTROLLER
DONNA M. JONES**

February 12, 2009

Mr. Rakesh Mohan
Office of Performance Evaluations
700 West State Street
Lower Level Suite 10
Boise, ID 83720-0055

Dear Mr. Mohan:

Thank you for the opportunity to submit our comments and update the Joint Legislative Oversight Committee on our progress related to the March 2008 report *Governance of Information Technology and Public Safety Communications*. Accompanying this letter are the responses from the State Controller's Office pertaining to sections 2.4 and 2.5 of the aforementioned report.

If you have any questions or would like further clarification, please do not hesitate to contact me. Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "Dan Goicoechea", with a large, stylized flourish at the end.

Dan Goicoechea
Chief Deputy

Governance of Information Technology and Public Safety Communications
Office of the Idaho State Controller
Comments: February 10, 2009

2.4: The Office of the Chief Information Officer should work with the Office of the State Controller to ensure that state agencies use the features of the statewide accounting system to its fullest extent in order to comprehensively track the overall state and project-related information technology costs.

While the State Controller's Office makes recommendations to an agency when they are defining their accounting structure, SCO has not required any agency to use the optional accounting codes that would allow them to track multi-year or cross-year projects. Also, SCO has not had knowledge of what IT projects an agency was engaged in.

Beginning July 1, 2009, a new accounting standard will be implemented, *Accounting and Financial Reporting for Intangible Assets* (Statement No. 51). This Statement requires reporting purchased and internally generated computer software in the State's Comprehensive Annual Financial Report. Software with a cost of \$5,000 or more and a useful life of more than one year will be reported and capitalized. In order to accomplish this reporting, SCO has created new general ledger accounts and subobjects in STARS. Grant or project numbers can be assigned for tracking long-term projects that span multiple years. Personnel costs (regardless of position title) can also be coded with a grant or project number for tracking purposes. SCO plans to offer training this spring and summer to agency personnel on the new standard as well the appropriate accounting and reporting.

2.5: The Office of the State Controller should conduct further training for accounting staff in all state agencies to provide for more consistent coding of information technology expenditures into the statewide accounting system.

In addition to the above mentioned training, the State Controller's Office offers STARS New User training 8 times a year and STARS New User II training 4 times a year. In addition, numbers other types of training are offered throughout the year. The training is offered; however, attendance is not mandatory. Some agencies train new personnel on their own. In addition, calls to the DSA Helpline are monitored for trends in questions. Those trends are then communicated to the STARS trainer for incorporation into the STARS training. New expenditure subobjects are created on an as needed basis throughout the year as the request of agency personnel, after DFM and LSO audit personnel agree with the additions. Agency accounting personnel are reminded yearly that a new list of expenditure subobjects is available on the SCO website. That listing includes a definition and description of the proper use of the expenditure subobjects. SCO also has online manuals and tutorials to assist personnel.

When the SCO identifies a special need of an agency for extra training or guidance, SCO personnel do not hesitate in providing the extra effort to help that person and agency succeed. A few years ago, a small agency had to hire a new accounting person in the middle of the fiscal year and process. The new person needed on-on-one guidance to get through to the new fiscal year. As she and the SCO personnel became comfortable with her abilities, she was transitioned from the one-on-one to the DSA Helpline for the answers to her questions.

The final and ultimate responsibility for the accurate and complete recording of expenditure data for an agency rests with the Director or head of that agency. The SCO provides the tools and training; the agencies determine and decide how those tools will be used.

Office of Performance Evaluations Reports, 2007–Present

Publication numbers ending with “F” are follow-up reports of previous evaluations. Publication numbers ending with three letters are federal mandate reviews—the letters indicate the legislative committee that requested the report.

<u>Pub. #</u>	<u>Report Title</u>	<u>Date Released</u>
07-01	Use of Average Daily Attendance in Public Education Funding	February 2007
07-02	Virtual School Operations	March 2007
07-03F	Higher Education Residency Requirements	July 2007
07-04F	State Substance Abuse Treatment Efforts	July 2007
07-05F	Idaho School for the Deaf and the Blind	July 2007
07-06F	Public Education Technology Initiatives	July 2007
07-07	Health Insurance Coverage in Idaho: A Profile of the Uninsured and Those with Coverage	July 2007
07-08	Options for Expanding Access to Health Care for the Uninsured	July 2007
07-09F	Child Welfare Caseload Management	December 2007
07-10F	Management in the Department of Health and Welfare	December 2007
07-11F	School District Administration and Oversight	December 2007
07-12	Cataloging Public Health Expenditures in Idaho	December 2007
07-13	Estimating Private Health Expenditures in Idaho	December 2007
07-14	Trends in and Drivers of Health Expenditures in Idaho	December 2007
08-01	Governance of Information Technology and Public Safety Communications	March 2008
08-02F	State Substance Abuse Treatment Efforts	March 2008
08-03F	Virtual School Operations	March 2008
09-01	Public Education Funding in Idaho	January 2009
09-02F	Higher Education Residency Requirements	January 2009
09-03	Idaho Transportation Department Performance Audit	January 2009
09-04	Feasibility of School District Services Consolidation	February 2009
09-05F	School District Administration and Oversight	February 2009
09-06F	Use of Average Daily Attendance in Public Education Funding	February 2009
09-07F	Child Welfare Caseload Management	February 2009
09-08F	Public Education Technology Initiatives	February 2009
09-09F	Management in the Department of Health and Welfare	March 2009
09-10F	Governance of Information Technology and Public Safety Communications	April 2009

Desktop publishing by Margaret Campbell and Brekke Wilkinson

Reports are available from the OPE Web site at www.idaho.gov/ope/
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