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*Prepared for the  
State of Wisconsin*

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## **OEC/ICTAP**

*Office of Emergency Communications / Interoperable Communications Technical Assistance Program*

OEC/ICTAP-WI-GOVASSES-001-R0

Governance Assessment  
April 2014

# **State of Wisconsin Public Safety Communications Governance Assessment**

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## **Executive Summary**

The Statewide Interoperability Coordinator (SWIC) for the State of Wisconsin requested assistance from the Department of Homeland Security (DHS) Office of Emergency Communications (OEC) Interoperable Communications Technical Assistance Program (ICTAP) to conduct an assessment of the current governance structure supporting public safety interoperable communications statewide.

### **Overview**

At the request of the State of Wisconsin, OEC/ICTAP personnel conducted an assessment of the current governance structures supporting public safety interoperable communications statewide. The State of Wisconsin asked OEC/ICTAP personnel to use three data collection methods to specifically review how well the current state governance structures are accomplishing their tasks and supporting communication stakeholders statewide;

- Telephone interviews with 20 specific individuals as identified by the State of Wisconsin.
- An online survey disseminated to approximately 3,800 communication stakeholders statewide.
- Reviews of governance documents and legislation (both current and pending) provided by the State of Wisconsin.

The content of this assessment is based directly on the information gathered via the survey and during the phone interviews, as augmented by data obtained through follow-up conversations and the reviewed documents provided by the State of Wisconsin or available through public sources.

The suggested actions in this report should be viewed as recommendations only. In some cases, Wisconsin may determine the benefits of implementation are insufficient to outweigh the costs. In other cases, agencies may identify alternative solutions that are more effective or efficient. Each agency should review the recommendations and determine the most appropriate action and the resources needed (i.e., time, staff, and funding) for implementation.

### **Key Findings**

This assessment documents some of the statewide successes and challenges Wisconsin faces when working to improve its communications governance. Local, state, and federal agencies operating in Wisconsin can use this knowledge to refocus their efforts on achieving a representative and actionable governance structure.

This assessment highlighted several key successes associated with public safety communication governance in Wisconsin, including:

- Establishing the Interoperability Council (IC) as the Statewide Interoperability Governance Body (SIGB) for Wisconsin and codifying that council via State Statute.
- Establishing of regional governance groups to champion interoperability.
- Hiring a new SWIC within the State Department of Justice (DOJ).
- Planning, implementation and operation of the Wisconsin Interoperable System for Communications (WISCOM).
- Comprehensive mutual-aid frequency sharing across Wisconsin.

The assessment also identified several opportunities for improving the way that agencies and entities within the State of Wisconsin relate to one another to address interoperable communications. Gaps identified through this assessment are detailed in Section 4 below. Major recommendations include:

- Clarify and define the role of the IC in setting public safety communication policy statewide. Task the IC with sustaining public safety communications across Wisconsin by including Land Mobile Radio (LMR), broadband (FirstNet), and 9-1-1 communication under its purview.
- Conclude the current subcommittees and working groups of the IC and consolidate their functions into three standing subcommittees. Charter those subcommittees as advisory groups to the IC (on land mobile radio (LMR), public safety wireless broadband network (PSWBN), and 9-1-1/Next Generation 9-1-1 (NG9-1-1) topics, respectively) and task them with implementing policy decisions from the IC.
- Support each subcommittee with task-specific ad hoc working groups, as needed.
- Retain the RSICs as the governance structure at the regional level in Wisconsin. Identify the SWIC as the IC representative for the regional State Communications Interoperability Plan (SCIP) implementation councils (RSICs), and regional interoperability coordinators (RICs).
- Redefine membership in all groups to clearly identify member roles, responsibilities, and constituencies. Limit individual membership to one committee or subcommittee while allowing agencies/entities to be represented on more than one committee or subcommittee.
- Carefully define the stakeholder community for public safety communications in Wisconsin. Redirect future outreach efforts specifically to that community.
- Establish clear, consistent outreach mechanisms that empower representatives to provide continued updates to their stakeholders and that allow stakeholders to provide their inputs directly to their representative.
- Outline priority tasking that includes formalizing charters for the IC and each subcommittee. Define clear mission and vision statements for each subcommittee. Ensure all revised charters document the roles and responsibilities of both State Department of Justice (DOJ) and Wisconsin Emergency Management (WEM).

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- Continue to support and sustain the RSICs, as led by the RICs, for interoperable communication governance at the regional level. Define their reporting and responsibility to the IC and/or its subcommittees. Identify additional state funding for these efforts.
- Revise the Wisconsin SCIP once the revised governance structure is established. Engage the IC and its revised subcommittees toward achieving the stated interoperability initiatives contained in the revised SCIP.

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# **1 Introduction**

## **1.1 Background**

This report was prepared by the Department of Homeland Security (DHS) Office of Emergency Communications Interoperable Communications Technical Assistance Program (OEC/ICTAP) in response to a request of the Statewide Interoperability Coordinator (SWIC) for the State of Wisconsin to conduct an assessment of the current governance structure supporting public safety interoperable communications statewide. The State of Wisconsin SWIC asked OEC/ICTAP personnel to specifically review how well the current state governance structures are accomplishing their tasks and supporting communication stakeholders statewide.

The mission of OEC is to support and promote the ability of emergency responders and government officials to continue to communicate in the event of natural disasters, acts of terrorism, or other man-made disasters, and work to ensure, accelerate, and attain interoperable and operable emergency communications nationwide. To support this mission, OEC provides tools, guidance documents, publications, and technical assistance to local, state, and tribal governments.

## **1.2 Methodology**

To compile the information in this report, OEC/ICTAP collected data via three discrete means:

- Telephone interviews with 20 specific individuals as identified by the State of Wisconsin.
- An online survey disseminated to approximately 3,800 communication stakeholders statewide.
- Reviews of governance documents and legislation (both current and pending) provided by the State of Wisconsin.

### **1.2.1 Telephone Interviews**

The State of Wisconsin requested that ICTAP conduct telephone interviews with selected individuals in order to assess the effectiveness and relevancy of the State's current interoperability governance structure. The interviewees were selected by the State of Wisconsin and represented each of the governance groups as well as representatives from two state departments, Wisconsin Emergency Management (WEM) and the Wisconsin Department of Justice (DOJ), who had been intricately involved in public safety interoperability efforts. OEC/ICTAP also interviewed the Chair of each of the State workgroups, the Chair(s) of each regional workgroup, and the Regional Interoperability Coordinators (RICs) for each region.

In collaboration with the State of Wisconsin, OEC/ICTAP personnel formulated a series of sixteen questions to ask each committee/workgroup representative. Interviewees

from WEM and the Wisconsin DOJ were asked to provide all pertinent information they could on the status and effectiveness of the current interoperability governance structures rather than answering the questions directed at each committee/workgroup.

At the conclusion of each interview, the interviewee was given the opportunity to add any comments they wished to include relative to their workgroup or interoperability efforts within Wisconsin overall. The questions are listed in 0.

### 1.2.2 Online Survey

OEC/ICTAP collaborated with leadership personnel in Wisconsin to develop and refine a list of survey questions to be included in an online automated survey designed to reach a large number of stakeholders throughout the State. These survey items are listed in 0.

The Wisconsin Department of Justice sent an e-mail invitation to 3,800 e-mail recipients on February 11, 2014, with instructions to follow an online link to the survey. Responses were collected electronically and stored until the close of the survey, which occurred on March 14, 2014. Response rates are listed in Table 1.

**Table 1: Online Survey: Response Rates**

	Count	Percent
<b>Invitations Sent<sup>1</sup></b>	3,800	
<b>Surveys started</b>	712	19% response rate
<b>Surveys completed<sup>2</sup></b>	546	14% response rate
<b>Surveys completed, no affiliation reported</b>	401	73% of completed surveys
<b>Surveys containing knowledge data for any group</b>	145	27% of completed surveys

A normal response rate to a survey with no financial incentive or workplace oversight is between 10-15%. As 19% of invited individuals attempted to take the survey and 14% of invited individuals completed the survey (to the extent their affiliation with current governance groups allowed), the response rate to this survey fell into accepted industry norms.

To reduce the workload on stakeholders completing the survey, OEC/ICTAP personnel formatted the survey such that only individuals who reported at least an indirect affiliation with a group would be asked to respond to the engagement, knowledge, and perception items for that group. Consequently, 401 individuals who answered demographic questions for the survey but who did not self-report an affiliation with any governance group successfully “completed” the survey without responding to any engagement, knowledge, or perception questions. 145 respondents identified themselves as affiliated

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<sup>1</sup> Invitations asked respondents to forward survey link to other interested parties. This number does not include second degree invitations.

<sup>2</sup> It is possible that some respondents began the survey on one computer and then entered it again on a different computer, thus inflating the number of surveys that were never completed.

with one or more governance group(s) and therefore completed at least one set of engagement, knowledge, and perception questions. Those 145 surveys form the basis for the analyses presented in this assessment.

Demographic Results

The overwhelming majority (132) of full survey respondents identified themselves as members of the public safety community. The other 13 respondents represented public service entities, a non-governmental organization (NGO), and private enterprise (see Table 2).

**Table 2: Online Survey: Respondent Professional Affiliation**

Professional Affiliation	Count	Percent of Total
<b>Public Safety</b>	132	91%
<b>Public Service</b>	9	6%
<b>Non-governmental</b>	1	<1%
<b>Private Enterprise</b>	3	2%

The 141 public safety and public service respondents provided additional detail regarding their disciplines (see Table 3).

**Table 3: Online Survey: Respondent Discipline**

	Count	Percent
<b>Law Enforcement</b>	43	31%
<b>Fire</b>	25	18%
<b>Emergency Medical Services</b>	10	7%
<b>Public Health</b>	2	1%
<b>Emergency Management</b>	20	14%
<b>Communications</b>	30	21%
<b>Government / Administration</b>	6	4%
<b>Hospital</b>	1	<1%
<b>Other (not listed above)*</b>	4	3%
<b>Total</b>	<b>141</b>	

\*Other entries included individuals with multiple discipline affiliations, individuals from transportation, and individuals from prosecution entities.

Survey respondents represented all six regions within Wisconsin (see Table 4) and all surveyed disciplines (see Table 5).

**Table 4: Online Survey: Respondent Region**

	Count	Percentage
<b>Southwest</b>	37	25%
<b>Southeast</b>	33	23%
<b>East Central</b>	25	17%
<b>Northeast</b>	14	10%
<b>Northwest</b>	17	12%
<b>West Central</b>	19	13%
<b>Total</b>	<b>145</b>	

**Table 5: Online Survey: Respondent Jurisdiction**

	Count	Percent
<b>State</b>	20	14%
<b>Regional</b>	6	4%
<b>County</b>	65	45%
<b>Local</b>	50	34%
<b>Non-Governmental</b>	4	3%
<b>Total</b>	<b>145</b>	

Most (80%) of survey respondents identified themselves as administrators, with only 10% of respondents indicating their role as “first line” responders. These results indicate that the surveyed stakeholder community may underrepresent operational response personnel (see Table 6).

**Table 6: Online Survey: Respondent Role**

	Count	Percent
<b>Administration</b>	116	80%
<b>Supervisory</b>	11	8%
<b>First Line</b>	10	7%
<b>Other*</b>	8	5%
<b>Total</b>	<b>145</b>	

\*Other responses included: Chosen Rep (Public Safety), Communications & Electronics Technician (Public Safety), Communication Specialist (Public Safety), Dispatcher (Public Safety), Technical (Public Safety), Local Supervisor (Public Service), Manager (Non-Governmental), Product Development Representative (Private Enterprise)

Finally, demographic information related to respondent tenure in their position, in their organization, in Wisconsin public safety, and in public safety in general is presented in Table 7. These results indicate that most respondents are reasonably mature in their positions and have substantial experience in their fields overall.

**Table 7: Online Survey: Respondent Tenure**

	Average	Minimum	Maximum
<b>Years in current position</b>	8.85	0	30
<b>Years in current organization</b>	15.43	1	30
<b>Years in WI public safety (All positions)</b>	20.40	0	30
<b>Years in public safety (All positions &amp; Locations)</b>	22.31	1	30

**1.2.3 Additional Research References**

To compile the information and recommendations contained in this report, OEC/ICTAP personnel also referenced several documents describing public safety interoperable communications, communications governance, and strategic visions for communications across the State of Wisconsin. These references include:

- The State of Wisconsin State Communications Interoperability Plan (SCIP)
- Wisconsin State Statute §165.25-which defines the duties of the state DOJ relative to public safety interoperable communications
- Wisconsin State Statute §16.9645-creating the Statewide Interoperability Executive Council known as the Interoperability Council by assigning it specific duties/responsibilities
- Governor’s Executive Order 87 creating the SIEC (Interoperability Council)
- Current Organization Chart for Wisconsin Interoperability Governance
- Charters and By-Laws for the following groups:
  - Interoperable Communications Standards Group (ICSG)
  - Statewide System Management Group (SSMG)
  - Mutual Aid Frequency Coordinating Group (MFCG)
  - State Agency SCIP Implementation Group (SASIC)
  - Statewide SCIP Implementation Group (SSIG)
  - Blanket Charter for the Regional SCIP Implementation Group
  - By-laws for the six Regional SCIP Implementation Groups
- Interoperability Initiative Policy Statements 1-5
- Proposed 2013 Assembly Bill 97
- Proposed 2013 Assembly Bill 98
- Proposed 2013 Assembly Bill 99
- Proposed 2013 Assembly Bill 100
- Proposed 2013 Assembly Bill 101
- Proposed 2013 Assembly Bill 102
- Proposed 2013 Assembly Bill 186
- Governor’s Order designating the Interoperability Council as Wisconsin’s coordinator with FirstNet and for the Nationwide Public Safety Broadband Network (NPSBN)
- Draft Charter for the Public Safety Broadband Workgroup.

Each charter was compared with its companion by-laws for consistency and accuracy as well as any other pertinent documents relative to each group or entity. Each document was reviewed for accuracy and relevancy based upon the current operation of the various groups as per information obtained during the telephone interviews. Pending

legislation was reviewed for its appropriate application based upon the current status of interoperability initiatives within Wisconsin.

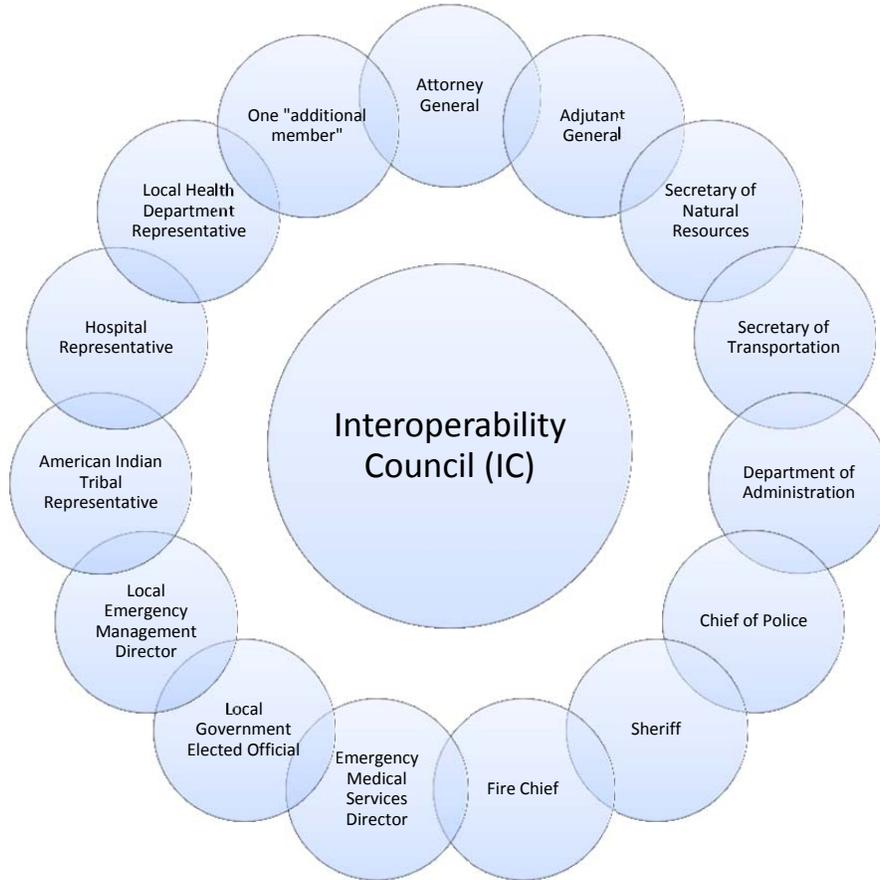
## **2 Current State of Governance**

Per Wisconsin State Statute §15.107(18), the Interoperability Council (IC) has been the statewide interoperability governance body (SIGB) for Wisconsin since 2007. Membership in the IC is shown in Figure 1. The IC was further established as the coordinating body for the Wisconsin Interoperability Initiative under Wisconsin State Statute §16.9645. Per this statute, the IC is primarily an advisory group to the State DOJ (and, for the purposes of funding allocations, to the State Department of Military Affairs) related to implementing a statewide public safety interoperable communication system. The IC is also responsible for making recommendations to the State DOJ on:

- Technical and operational standards for public safety interoperable communication systems
- Guidelines and procedures for using public safety interoperable communication systems
- Minimum standards for public safety interoperable communication systems, facilities, and equipment used by dispatch centers
- Certification criteria for persons who operate public safety interoperable communication systems for dispatch centers.<sup>3</sup>

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<sup>3</sup> Per Wisconsin State Statute §16.9645(2)(f)

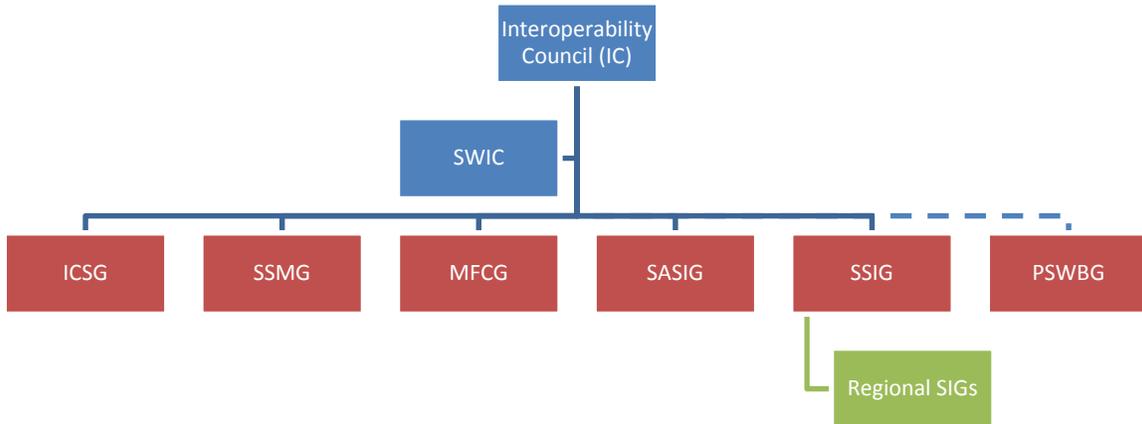


**Figure 1: IC Membership**

As currently established, the IC is supported by the following standing, chartered Subcommittees and Working Groups (see Figure 2):

- Interoperable Communications Standards Group (ICSG)
- Statewide System Management Group (SSMG)
- Mutual Aid Frequency Coordination Group (MFCG)
- State Agency SCIP Implementation Group (SASIG)
- Statewide/Regional SCIP Implementation Group (SSIG)

- Regional SCIP Implementation Councils (RSICs):
  - East Central Region
  - Northeast Region
  - Northwest Region
  - Southeast Region
  - Southwest Region
  - West Central Region
- Public Safety Wireless Broadband Group (PSWBG)<sup>4</sup>



**Figure 2: Current Wisconsin Communications Governance Structure**

### 3 Assessment Findings

The following sections report both successes and challenges for the overall interoperable communications governance structure statewide. Findings specific to a single group are detailed in the following appendices:

- Interoperability Council (IC) – Appendix B
- Interoperable Communications Standards Group (ICSG) – Appendix C
- Statewide System Management Group (SSMG) – Appendix D
- Mutual Aid Frequency Coordination Group (MFCG) – Appendix E
- State Agency SCIP Implementation Group (SASIG) – Appendix F
- Statewide/Regional SCIP Implementation Group (SSIG) – Appendix G
- Public Safety Wireless Broadband Group (PSWBG) – Appendix H
- Regional SCIP Implementation Councils (RSICs) – Appendix I

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<sup>4</sup> Note that the PSWBG has not been formalized or chartered as of the completion of this assessment.

### **3.1 Overall Governance Successes**

OEC/ICTAP personnel documented several successes achieved within the current governance structure, including:

- Establishing the Interoperability Council (IC) as the Statewide Interoperability Governance Body (SIGB) for Wisconsin and codifying that council via State Statute
- Establishing of regional governance groups to champion interoperability
- Hiring a new SWIC within the State Department of Justice (DOJ)
- Planning, implementation and operation of the Wisconsin Interoperable System for Communications (WISCOM)
- Comprehensive mutual-aid frequency sharing across Wisconsin.

### **3.2 Overall Governance Challenges**

The assessment identified several opportunities for improving the public safety communications governance structure for the State of Wisconsin. Noted challenges and gaps focus on revising the current governance and leadership roles within Wisconsin to promote a more action-oriented and inclusive process. Gaps identified through this assessment are detailed below. Each gap has one or more corresponding recommendations followed by an overall recommendations summary for the State. OEC/ICTAP encourages public safety entities across the State of Wisconsin to review and consider each issue and its associated recommendations below with the intent of implementing desired improvements to the state's communications governance structure.

Overall issues facing the communications governance process in Wisconsin fall into three general categories: Structure, Leadership, and Stakeholder Perceptions. Details pertaining to each category are provided below.

#### **Leadership**

##### **3.2.1 IC Communication with Subcommittees**

**Description:** Several interviewed and surveyed stakeholders expressed frustration regarding the interaction between the IC and its subcommittees. Specific items raised include:

- Issues and recommendations forwarded from the subcommittees to the IC were never acted upon
- A lack of consistent report outs from subcommittee Chairs during IC meetings, perceived as a lack of IC interest in the subcommittee activities
- A perceived lack of information coming from the IC to the subcommittees overall.
- Perceived lack of outreach to stakeholder groups statewide
- Stalled statewide progress following the transition from OJA to State DOJ/WEM
- Perceived IC inaction on public safety answering point (PSAP)/9-1-1 issues.

In contrast to these inputs, survey responses regarding the perceived effectiveness of the IC were overwhelmingly positive (i.e., more respondents endorsed positive attitudes than negative attitudes across all of the “effectiveness” questions). Taken in totality, the data indicates less of an issue with the actual effectiveness of the IC as with the IC’s ability to communicate and coordinate with their stakeholders (both via appointed subcommittees and with the broader stakeholder community statewide). Respondent feedback likely indicates a perception that their voices are not “being heard” and that they are not feeling fully informed of IC actions on a consistent enough basis.

**Recommendations:**

1. Define a consistent reporting mechanism for all subcommittees under the IC. Ensure that each subcommittee or working group reports their progress, accomplishments, and needs to the IC at least quarterly.
2. Establish timeframes associated with stakeholder and/or subcommittee requests/inputs and IC responses to those requests/inputs.
3. Document the IC process for receiving and addressing subcommittee and working group recommendations/input. Ensure that all stakeholders know what action the IC is taking on their recommendations or, if no action is taken, document why the IC has chosen not to act at this time.
4. Set a standing in-person meeting at least once a year for information sharing among the Chairs of the various IC Subcommittees. Augment this meeting with quarterly teleconferences among the Chairs. Consider tasking the SWIC as the coordinator for these meetings.

**3.2.2 IC Effectiveness**

**Description:** While stakeholder perceptions about the IC were generally positive, participants in this assessment did highlight some ways to improve the effectiveness of the IC.

Charter & By-laws

At the time of this assessment, the IC is authorized by statute but does not have a completed charter or by-laws. Acting as the SIGB for Wisconsin, the IC does set communication policy (as is evidenced by the five policy statements issued from the IC since 2009) but its further role in interoperability and its operating processes have not been documented via a charter or by-laws since its inception. For example, while State Statute §16.9645 tasks the IC with recommending goals, strategies, and timeframes for interoperable projects, the statute does not expressly state who the IC should make recommendations to beyond the State DOJ. Without these documents, the IC has not yet standardized:

- Its advisory role to additional governmental entities such as WEM, the State Legislature, the Governor, the Wisconsin State Homeland Security Advisory Council, etc.
- Meeting procedures including voting processes, meeting schedules, etc.
- Defined constituencies for their appointed members.
- Documented vision and mission statements.

- Clearly defined communication pathways to or from their stakeholders statewide.
- Defined relationships with its subcommittees.

Transition from OJA to DOJ/WEM

Several stakeholders noted that the transition of the Interoperability Initiative Program from the singular purview of OJA to the dual purview of State DOJ and WEM has been problematic. Phone interviewees and survey respondents categorized the transition process as slow, cumbersome, and as a hindrance to the continued progress of several of the governance groups. Some stated that the transition had “stalled” the Interoperability Initiative Program “for over a year” and felt that they had lost crucial momentum because of inconsistent support and inconsistent internal communication. Others identified the need to recruit quality support staff for the IC to help regain that momentum. It appears that this transition is a longer, more drawn out process than some stakeholders anticipated, resulting in understandable frustration.

Timeliness of Decision Making Process

In part due to the transition issues noted above, and in conjunction with the reported stakeholder perceptions highlighted in Section 3.2.1, the timeliness with which the IC acts on recommendations from its subcommittees appears to be problematic. When the IC fails to take action, or fails to announce that action, stakeholders supporting the other governance groups may perceive their contributions as wasted or unwanted. This perception can decrease participation in the various governance groups or, more problematically, could encourage stakeholders to take interoperability issues on themselves and opt out of a coordinated statewide approach. This latter possibility is significant given the perceived effectiveness of the various regional groups.

**Recommendations:**

1. Develop and finalize a charter and by-laws for the IC.
2. Define the roles and responsibilities of the IC in the “care and feeding” of public safety interoperability statewide. Charter this group to define the policy, legal, and funding actions required to sustain public safety interoperability statewide.
3. Identify State funding for IC members to encourage their travel to/from IC meetings.
4. Define the advisory and reporting responsibilities of the IC to other State entities.
5. Recruit and employ additional DOJ staff to support IC activities and efforts.

**3.2.3 SWIC Role**

**Description:** Many of the groups’ charters and by-laws indicate roles for a Statewide Interoperability Manager, which was an internal OJA job title for the SWIC. This position filled inconsistent additional roles across the various subcommittees such as serving as the Chair of the ICSG, a member of the MFCG, and a member of the SSIG (as the

logical representative from OJA). The Statewide Interoperability Manager was not specifically included in the SASIG or the SSMG.

The SWIC position in Wisconsin was vacant until recently but has now been filled on a full time basis<sup>5</sup>. Challenges for the SWIC moving forward include establishing the position within the larger governance structure as a leadership position for interoperability statewide. With regard to the governance structure, the SWIC role is not currently codified in legislation either independently or in relation to the IC. FY14 grant guidance requires the SWIC to have a position within the Wisconsin State Advisory Council and on the IC. The latter is somewhat problematic, however, as the SWIC works for State DOJ who already has a representative (i.e., the Attorney General) to the IC.

In terms of a leadership role, the SWIC position, by design, is a crucial partner in statewide interoperability efforts and should serve as the cornerstone of those efforts. The new Wisconsin SWIC articulated his tasking that includes:

- Outreach to the RICs
- State and Local Implementation Grant Program (SLIGP) grant management
- Support and advocacy for the larger Interoperability Initiative Program, as jointly coordinated by State DOJ and WEM.

These areas align with the SWIC scope of work as identified by DHS<sup>6</sup>. Specific tasks under each area of responsibility are defined broadly and generally emphasize the position's coordination role by calling on the SWIC to serve as a point of contact or liaison with various agencies and entities regarding public safety interoperable communications. In contrast, SWIC duties in other states nationwide expand beyond liaison functions and into additional leadership-oriented tasks such as:

- Overseeing statewide interoperability efforts on a day-to-day basis.
- Leading statewide governance bodies for interoperable communications.
- Reporting interoperability status/requirements to senior elected and appointed leadership.
- Managing the approval, administration, or distribution of local, state, or federal public safety interoperable funds (e.g., grants, etc.).
- Serving as the statewide coordinator for communications technical assistance requests via DHS

A principal issue raised both in the phone interviews and in the responses to open-ended questions in the online survey is the lack of coordination among IC Subcommittees and with the IC itself. As the state transitions to a dual management of interoperability (i.e., via State DOJ and WEM), stakeholders identified this coordination/leadership vacuum as a significant hindrance to future communication

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<sup>5</sup> Timothy Pierce has assumed the SWIC position effective 21 April 2014 as a position within State DOJ.

<sup>6</sup> <http://www.dhs.gov/statewide-interoperability-coordinators>

progress. In the past, the de facto responsibility of coordinating information among the various subcommittees fell somewhat to the Statewide Interoperability Manager.

An emerging natural role for the SWIC, therefore, is to serve in that coordinator capacity, helping to coordinate information among the various subcommittees and to act as the IC representative for the RICs. This role would empower the SWIC as an information conduit responsible for gathering inputs from stakeholders at all levels and ensuring those inputs are shared with other interested stakeholders, governance groups, or with leadership entities.

**Recommendations:**

1. Review all governance documents and remove references to the Statewide Interoperability Manager.
2. Reimagine the SWIC role as the statewide champion and coordination point for public safety interoperability.
3. Define the desired roles of the SWIC relative to statewide governance. Consider designating the SWIC as the primary coordination entity among the subcommittees and as a principal reporting conduit to/from the IC for the RICs.
4. Codify the SWIC roles via State Statute relative to its engagement with/support of the IC and associated subcommittees.
5. Define the SWIC constituency to specifically include the RICs.

**Structure**

**3.2.4 Governance Structures**

**Description:** Over time, the governance structure responsible for coordinating interoperable communications in Wisconsin has become unnecessarily complex, cumbersome, and difficult to sustain. While the data for this assessment support the overall effectiveness of the IC (in its role as the SIGB), the subcommittees supporting that SIGB present the most challenges. These structures rely on many separate groups, often with the same or similar membership and the same or similar tasking, operating independently of one another without sufficient coordination. Information presented below highlights some of the challenges the present governance structure presents.

**Subcommittees vs. Working Groups**

The governance groups in Wisconsin are inconsistently titled. The IC, as the SIGB for Wisconsin, has created several subordinate “working groups” (and has titled them as such) but has *chartered* them as subcommittees. This discrepancy can be confusing as subcommittees are standing, long-term groups chartered for a sustainable purpose whereas “working groups” are generally formed in an ad hoc fashion to address a specific task and then disbanded once the task is complete.

For example, the governance structure organization chart as provided to OEC/ICTAP (see Figure 2) and posted to the Wisconsin Interoperability Initiative Program website, as well as the charter for the SSIG, show the RSICs as subordinate to the SSIG. The SSIG is chartered as a group (i.e., NOT as a subcommittee of the IC) but its by-laws identify it as a subcommittee of the IC. In contrast, however, the RSIC by-laws state that each RSIC is chartered as a subcommittee of the IC. None of the RSIC by-laws mention any relationship to the SSIG and they provide no information whatsoever about how the RSICs should report to, or take their tasking from, the IC.

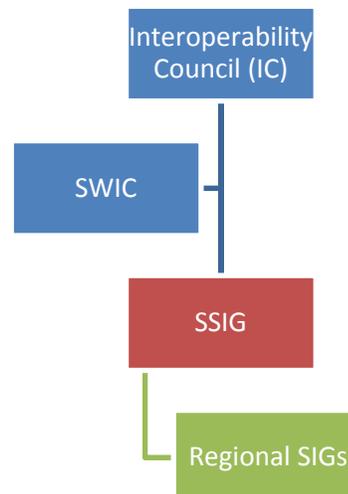
Standing but Idle Subcommittees

Online survey results consistently point to standing subcommittees that have no current tasking or reason to convene. Many of these groups were established and chartered when WISCOM was in the planning process, and they have not had their duties re-evaluated since. Without current tasking, the groups have begun to stagnate. For example, the ICSG has not met since 2013 and their PSAP-related responsibilities have functionally been reassigned to a legislative subcommittee. The SASIG has not met since early 2013 and stakeholders reported a lack of clear goals as the cause for their dormancy. The SSIG also has not met since January of 2013, again reportedly due to a lack of clear goals or group interest. The dormancy of this group is notable given the contrasting activity and progress of its subordinate regional groups (i.e., the RSICs).

Many of these subcommittees were originally chartered to address one or more specific tasks in a formerly robust grant environment. Once those tasks conclude, however, the unwritten “beliefs” behind a group’s formation, however valid, are difficult to sustain without that consistent influx of financial support. Today’s grant environment is much more restrictive and funds are limited, greatly reducing the sustainability of this number of governance groups. Additionally, although a lack of grant funding does not preclude the establishment and relevancy of a subcommittee, lack of a purpose or requirement does.

**Recommendations:**

1. Clearly delineate IC subcommittees as standing bodies with defined, long term roles and working groups as ad hoc bodies with discrete, short term tasks to accomplish in support of the subcommittees.
2. Conclude the current subcommittees and working groups of the IC and consolidate their functions into three standing subcommittees. Charter those subcommittees to the IC (on LMR, PSWBN, and 9-1-1/NG9-1-1 topics, respectively) and task them with implementing policy decisions from the IC.



3. Support each subcommittee with task-specific ad hoc working groups, as needed.
4. Retain the RSICs as the governance structure at the regional level in Wisconsin. Task the SWIC as the representative for the RSICs, and RICs, to the IC.

### 3.2.5 Governance Group Membership

**Description:** The data collected from the phone interviews, document reviews, and the online survey point to some challenges regarding the membership in the various Wisconsin communications governance groups.

#### Representation

Responses to the online survey indicated that many of the stakeholders to the various governance groups did not know who their designated representative to that group was. For some groups (i.e., the ICSG and SASIG), less than half of the respondents knew who their representative was. For all groups, more than 25% of respondents could not identify their designated representative (see Table 8). These results are problematic as they indicate that stakeholders do not consistently know who is tasked with representing their interests and, conversely, who is responsible for informing them of interoperable communication efforts or seeking their inputs on interoperable issues.

**Table 8: Online Survey: Representative Knowledge**

Do you know who your representative to this group is?	Yes	No	Percent Yes
<b>IC</b>	61	36	63%
<b>SSMG</b>	40	25	62%
<b>ICSG</b>	10	27	27%
<b>MFCG</b>	25	22	53%
<b>SASIG</b>	24	30	44%
<b>SSIG</b>	28	25	53%
<b>RSICs</b>	51	18	74%

#### Membership Process

Only the IC and MFCG have formalized membership authorization processes. The other groups have identified member agencies/entities but no formalized appointment, vetting, or approval process for actual members.

#### Membership on Multiple Groups

Phone interview respondents identified the problem of individuals serving on multiple subcommittees, and even on both the IC and one or more of its subcommittees. The online survey confirmed this problem when multiple individuals self-reported being members of multiple governance groups (see Table 9). This approach can over-represent the opinions or inputs of a given individual in the governance process and can overly burden an individual with meetings, tasks, etc. above and beyond their standard

day-to-day position. This over-tasking can manifest itself in the poor attendance rates seen in some of the groups which, in turn, decrease that group’s ability to achieve a quorum and their ability to progress with their assigned tasks.

**Table 9: Online Survey: Membership in Multiple Groups**

Member of How Many Groups	Number Reporting
<b>0 groups</b>	90
<b>1 group</b>	40
<b>2 groups</b>	8
<b>3 groups</b>	3
<b>4 groups</b>	4

Federal Agency Membership

The SSMG charter states that membership “shall consist of” a group including a “Federal Agency Representative, as approved by the SSMG.” Mandating membership by federal agencies could be interpreted as running contrary to the Supremacy Clause, a provision in Article Six of the United States Constitution (clause 2). Specifically, the Supremacy Clause prevents States from controlling or directing the affairs of federal institutions. Federal and military agencies can (and should) be encouraged to participate as partners in the process, but the State of Wisconsin, by law, cannot mandate their participation.

**Recommendations:**

1. Restrict individual participation to one subcommittee. Do not allow IC members to serve on subcommittees. Continue to allow agencies/entities to be members of more than one subcommittee but require those agencies/entities to utilize different individual representatives to leverage the expertise of various individuals, to promote participation by a wider variety of individuals statewide, to avoid burnout, and to reduce attendance issues.
2. Restrict appointed (i.e., mandatory or voting) membership in statewide governance structures to local and state governmental representatives. Extend voluntary membership (either voting or advisory only) to key federal and/or military partner agencies.
3. Redefine membership in all revised groups to clearly identify member roles, responsibilities, and constituencies.

**3.2.6 Role of the Regional Interoperability Coordinators (RICs)**

**Description:** Some of the most consistently hailed entities in this assessment were the RSICs, as championed by the Regional Interoperability Coordinators (RICs). As indicated above, however, these groups have a challenging interface with the SIGB (i.e., the IC) as they are chartered as subcommittees to the IC but treated as working groups of the SSIG. The SSIG has not met since January of 2013 but the RSICs report consistent meetings since 2010 (see Table 10). This discrepancy makes it difficult for the RICs to move information effectively from the regional level to the statewide IC and

also difficult for them to consistently receive information from the IC and disseminate it down at the regional level.

**Table 10: Online Survey: RSIC Meeting Attendance Averages since 2010**

Region	Average # of Meetings
Southwest	2.75
Southeast	3.9
Northwest	7
Northeast	5
East Central	4.3
West Central	6

Additionally, the funding available to support the efforts of the RICs has decreased in recent years as grant sources become more narrowly focused and more scarce. This funding decrease jeopardizes the on-going effectiveness of these resources across Wisconsin.

**Recommendations:**

1. Designate the SWIC as the primary IC representative for the RICs.
2. Continue to support and sustain the RSICs, as led by the RICs, for interoperable communication governance at the regional level. Define their reporting and responsibility to the IC and/or its subcommittees. Identify additional state funding for these efforts.

**3.2.7 Content of Existing Governance Documents**

**Description:** OEC/ICTAP personnel reviewed a number of documents specifically related to the current governance groups in Wisconsin. Primarily, these documents included group charters and by-laws but also included policy statements and some legislation (i.e., the laws codifying the IC). In addition to the other document-related issues noted above, additional issues include:

- Many of these documents are five or more years old and include out dated references to groups such as OJA and individual positions such as the Statewide Interoperability Manager.
- The governance documents have not been revised to address the cooperative “ownership” over interoperability of State DOJ and WEM.
- Many of the charters had weak or poorly phrased vision and mission statements. Some of these statements were more assigned tasks than over-arching group purpose statements.
- None of the charters or by-laws specifically identified the constituencies of the various appointed members. This issue appeared consistently in the survey data as respondents frequently reported not knowing who their representative was and having never directly contacted that representative.

**Recommendations:**

1. Draft new and/or update existing charters for all retained/revised governance groups. Define the roles and responsibilities of State DOJ and WEM. Delete former references to the Office of Justice Assistance, where they remain.
2. Draft and/or update the by-laws for all retained/revised governance groups. Where logical/possible, keep by-laws consistent across all subcommittees.
3. Update the vision statements, mission statements, goals, and milestones for all retained/revised governance groups.
4. Define a formal appointment process for members of each governance group. Further define the constituency of each appointed member of each group.
5. Define the authority for each governance group.

**3.2.8 Content of Proposed Assembly Bills**

**Description:** OEC/ICTAP personnel reviewed several proposed pieces of legislation as part of this assessment effort. We found no overt issues with proposed 2013 Assembly Bills 98, 100, 101, or 102. However, we did note some challenges with proposed 2013 Assembly Bill 97, 2013 Assembly Bill 99, and 2013 Assembly Bill 186. Overall, these bills retain references to OJA whose responsibilities have been reassigned to State DOJ and WEM. Some additional specific issues to consider are included below.

2013 Assembly Bill 97

OEC/ICTAP personnel noted that this proposed legislation does not identify who is responsible for liaising with the granting body nor does it identify the responsible party for submitting all of the required reporting. If an assignee does not complete these tasks, the efforts could fail. Conversely, these tasks are resource intensive and, if not properly delineated and supported, could become an unfunded burden on an assignee in the future.

2013 Assembly Bill 99

The bill applies a statewide fee on all active communications service connections (voice or non-voice) capable of accessing a public safety answering point (PSAP). The bill allows the Public Service Commission (PSC) to contract with the Department of Revenue for collection of this fee. The State would no longer allow counties to collect this fee. This bill conflicts directly with proposed 2013 Assembly Bill 186.

2013 Assembly Bill 186

This bill eliminates the requirement for communications providers and retailers to impose a public safety communications fee. It also eliminates the police and fire protection fund and the shared revenue payments made from that fund. This bill conflicts directly with proposed 2013 Assembly Bill 99.

**Recommendations:**

1. Delete all references to OJA from proposed legislation and replace with appropriate references to the defined roles of State DOJ and WEM.
2. Ensure that legislation includes assignees (by agency and/or role) for all required tasks. Identify the funding source to support executing these required tasks.
3. De-conflict 2013 Assembly Bill 99 and 2013 Assembly Bill 186.

**Stakeholders**

**3.2.9 Stakeholder Population & Outreach**

**Description:** Data from the online survey indicates some challenges with the extent to which currently targeted stakeholders across the state perceive the various interoperability groups as relevant to them. Analysis of the proportion of respondents to the online survey who report no affiliation with any group may shed light on the level of overall engagement in the groups. Out of 3,800 invitations sent, a total of 546 respondents (14%) completed the online survey. 401 respondents (73%) reported no affiliation or interaction, either direct or indirect, with any governance group. These individuals, by definition, would therefore not be considered “stakeholders” of these governance groups. The remainder of this section discusses these “no affiliation” respondents.

General Response Rates

Some of these respondents were likely outside the scope of the intended survey audience. Specifically, many of the “no affiliation” respondents are likely appropriately unaffiliated (i.e., they have no natural role to play) with the governance groups. As an example, 21 “no affiliation” respondents were prosecutors, and mostly support-level employees within their prospective organizations. These respondents indicate that the surveyed population was too wide to accurately reflect the actual stakeholders of these governance groups.

Regional Response Rates

Regional responses indicating no affiliation with any group are consistent with the proportions of respondents from each region. That is, the regions with the most overall responses also have the most responses indicating no affiliation with any group. This finding would tend to indicate that non-affiliation with workgroups is not centered in any particular region.

Tribal Response Rates

The data point to an important problem regarding tribal entities. There were eight (8) respondents reporting tribal jurisdiction, but all eight of these respondents reported no affiliation with any group. As such, all of the data from tribal affiliated respondents was excluded from further meaningful analysis in this report. The tribal respondents represented law enforcement, fire, emergency management, government and

administration, and non-government organizations (i.e., agencies and jurisdictions which reasonably should be expected to have an affiliation with one or more of the communication governance groups statewide). Several of the governance groups in Wisconsin (i.e., the IC, the MFCG, the SSIG, and the SSMG) have defined positions for tribal representatives but none of these representatives participated in this survey. This finding may represent an outreach issue for Wisconsin to public safety professionals in the tribal sector.

Engagement by Professional Affiliation

A total of 234 law enforcement professionals responded to the online survey. Of these respondents, only 43 (18%) reported any affiliation or interaction with any of the groups. Similar engagement rates were reported by personnel in Fire (i.e., from a total of 88 Fire respondents, 25 (28%) reported affiliation with any group). These two disciplines demonstrated a lower engagement level than other professional affiliations. By contrast, 24 Emergency Management professionals responded to the survey, and 20 (83%) of them reported being affiliated with at least one group. Communications professionals were also more likely to be engaged in a group. Of the 46 communications professionals who completed the survey, 30 (65%) reported being affiliated with at least one group (see Figure 3).

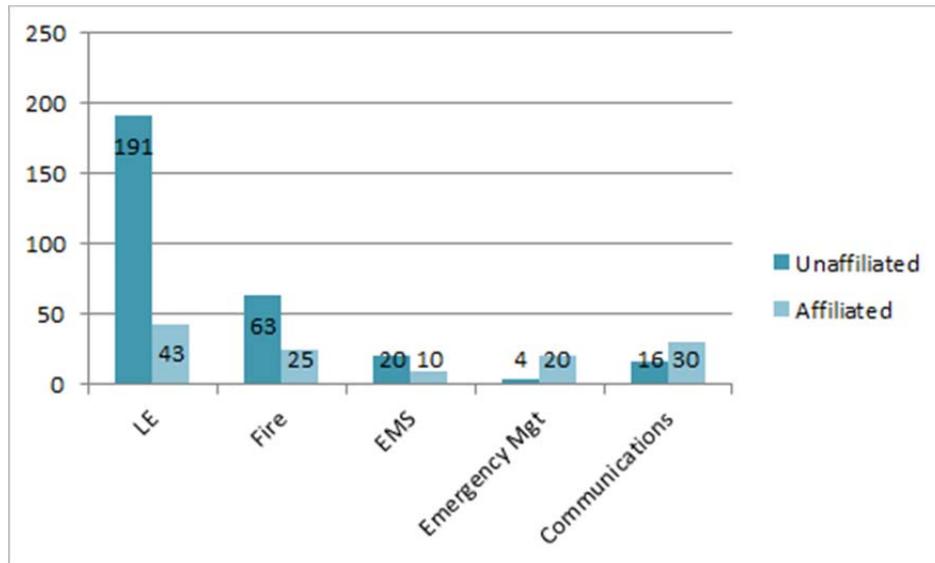


Figure 3: Engagement Outliers by Professional Affiliation

Engagement by Role

The majority of survey respondents (384) reported that they were in an administrative role within their organization, defined as positions at the Lieutenant, Director, etc. level or higher. Of those 384 administrative respondents, only 116 (30%) reported an

affiliation with any group. 70% of administrative respondents, therefore, had no discernable reason to participate in the survey and/or perceived no role for their position relative to statewide communications governance.

Of the 71 respondents who identified themselves as supervisory employees (defined as a “front line” supervisor such as a Sergeant, etc.), 11 (15%) reported any affiliation with a group, and only 10 of the 66 (15%) first line (i.e., non-supervisory) employees who responded to the survey reported being affiliated with a group.

#### *Law Enforcement*

Of the law enforcement professionals who responded to the survey, 80% of the administrative level employees, 96% of the supervisor employees, and 72% of the first line employees reported no affiliation with any group.

#### *Fire*

Of the fire professionals who responded to the survey, 68% of the administrative level respondents, 89% of the supervisory level respondents, and 71% of the first line employees reported no affiliation with any group.

#### *EMS*

Of the EMS professionals who responded to the survey, 67% of the administrative level respondents, 60% of the supervisory level respondents, and 75% of the first line employees reported no affiliation with any group.

#### *Emergency Management*

Respondents affiliated with Emergency Management reported high levels of engagement. Of the 20 administrative level Emergency Management respondents, 17 (85%) reported affiliation with at least one group. All of the supervisory and first line employees who responded reported affiliation with at least one group.

#### *Communications*

Out of 28 administrative level communications respondents, only 7 (25%) reported no affiliation. Half of the 10 supervisory and the 8 first line employees reported no affiliation.

### **Recommendations:**

1. Review and carefully redefine the stakeholder population relative to public safety communications across Wisconsin. Further define the stakeholder population for each governance group as a subset of the larger communication stakeholder group.
2. Focus future outreach and engagement efforts on this narrowed stakeholder population, eliminating queries to individuals who are unlikely to have a role in the communications interoperability planning/implementation process.

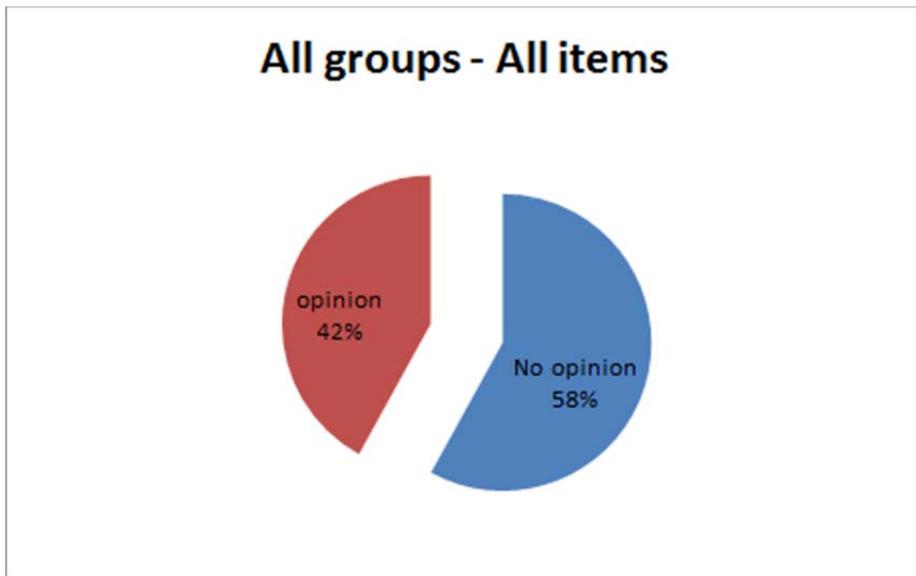
3. Improve outreach and engagement efforts with public safety professionals in the tribal agencies statewide.
4. Increased outreach to individuals in administrative positions within the relevant organizations may be required to increase involvement with the groups.

### **3.2.10 Stakeholder Engagement**

**Description:** The online survey included 18 questions designed to gauge respondents' perspectives on their group(s) effectiveness. Respondents had five options to choose from for their answer:

- Strongly Disagree
- Disagree
- Neither Agree nor Disagree
- Agree
- Strongly Agree

Across all groups and across nearly all questions, more respondents (58%) selected “neither agree nor disagree” than all other responses combined (42%) (see Figure 4). Put another way, regardless of the question asked, more than half of the individuals who took the time to take the survey actually offered no opinion.



**Figure 4: Perception Responses across All Groups and All Items**

The only exceptions to this trend were questions in specific groups (i.e., one question pertaining to the RSICs and five questions pertaining to the IC) where “neither agree nor disagree” (i.e., had no opinion) came in a close second in the number of responses to the one step more positive “agree” response. Specifically:

- For the RSICs, 30 respondents agreed that their RSIC is representing their best interests whereas 29 respondents had no opinion.
- For the IC:
  - 42 respondents agreed that participation in the IC has increased their knowledge of public safety communication issues in Wisconsin, as compared to 39 who had no opinion.
  - 43 respondents agreed that they felt confident that the IC could address and resolve an issue brought to them, as compared to 40 who had no opinion.
  - 39 respondents agreed that their designated representative to the IC kept them aware of group progress, as compared to 28 who had no opinion.
  - 46 respondents agreed that the IC is representing their region's best interests, as compared to 35 who had no opinion.
  - 44 respondents agreed that the IC is stating its stated goals, as compared to 37 who had no opinion.

There could be several possible reasons for this pattern:

- Respondents truly had no opinion on these questions.
- Respondents did not feel they had enough information to form an opinion on these questions.
- Respondents did not “care” enough to provide their opinion on these questions.
- The survey queried the “wrong” stakeholders and did not correctly sample engaged stakeholders.

Taken in conjunction with the response issues noted in Section 3.2.9, these findings further support the idea that many of the “stakeholders” surveyed for this effort are poorly engaged in the governance efforts for Wisconsin.

**Recommendations:**

1. Carefully define the stakeholder community for public safety communications in Wisconsin. Redirect future outreach efforts specifically to that community.
2. Establish clear, consistent outreach mechanisms that empower representatives to provide continued updates to their stakeholders and that allow stakeholders to provide their inputs directly to their representative.

**3.2.11 Stakeholder Knowledge of Subcommittee Responsibilities**

**Description:** The online survey queried respondent knowledge of the responsibilities of each governance group by asking each respondent to read a series of group responsibilities and identify which of those responsibilities came from the charter of that specific group. In each case, all chartered responsibilities for that group were choices and the pick list also included the chartered responsibilities of *other* groups as the “incorrect” answers.

OEC/ICTAP personnel set a 75% (i.e., a “C” average grade) correct threshold as realistic for any given group. Exceeding this value would indicate that, on average, stakeholders could identify their group’s responsibilities two thirds of the time. Overall results to these questions are shown below in Table 11. Across all groups, respondents only identified a group’s responsibilities correctly, on average, 68% of the time. While respondents for the IC and SSMG came close to achieving the “C” threshold, the only group to exceed the threshold was the still informal PSWBG. For two groups (i.e., the SSMG and ICSG), no one (including members) identified all responsibilities correctly.

**Table 11: Online Survey: Overall Knowledge Scores**

Group	Average Percent Score	Minimum	Maximum	Number
<b>IC</b>	74%	29%	100%	97
<b>SSMG</b>	71%	9%	91%	65
<b>ICSG</b>	60%	40%	80%	37
<b>MFCG</b>	69%	40%	100%	47
<b>SASIG</b>	63%	20%	100%	54
<b>SSIG</b>	64%	17%	100%	53
<b>RSIC</b>	66%	33%	100%	69
<b>PSWBG</b>	82%	67%	100%	24
<b>Across all groups*</b>	68%	18%	100%	145
<b>Respondents with a score for all 8 groups</b>				14

\*Average calculated for any knowledge score. Some respondents have scores for more than one group, only a few have scores for all groups.

By dividing these results into responses from members and affiliated non-members of each group, additional trends emerge (see Table 12). While respondents who identified themselves as members of a given group knew, on average, more about the chartered responsibilities of that group than self-identified non-members, that difference was insignificant across the board. Appointed members of any governance group should be able to demonstrate a perfect knowledge of their group’s defined responsibilities.

**Table 12: Online Survey: Knowledge Scores for Members vs. Non-Members**

Group	Average Member	Average Non-Member but affiliated
<b>IC</b>	74%	74%
<b>SSMG</b>	77%	70%
<b>ICSG</b>	67%	59%
<b>MFCG</b>	76%	69%
<b>SASIG</b>	72%	62%
<b>SSIG</b>	67%	64%
<b>RSIC</b>	67%	65%
<b>PSWBG</b>	89%	81%

These results may indicate a few issues:

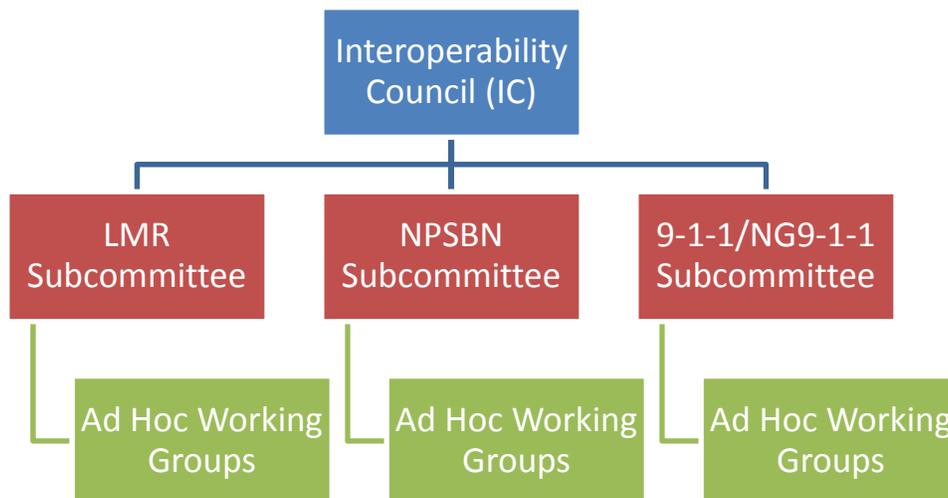
- Stakeholders (both group members and non-members alike) are not fully familiar with the responsibilities assigned to each governance group.
- The “correct” and “incorrect” responsibilities for each group were all valid responsibilities pulled from both the charter of the targeted group and from other groups. As such, mistakes could indicate too much similarity between group responsibilities or overlap between the perceived “swim lanes” of the various groups.
- OEC/ICTAP personnel noted that most of these charters are 5 or more years old. Group responsibilities may have evolved over time away from how they were defined in the original group charter. In this case, respondents may have been reporting their currently perceived responsibilities instead of their chartered responsibilities.

**Recommendations:**

1. Define the roles and responsibilities of the IC and revised IC subcommittees to be clear and distinct from one another.
2. Require all appointed members of each governance group to be fully knowledgeable in the roles and responsibilities of their assigned group.
3. Include group roles and responsibilities in all initial outreach material to group stakeholders.

## 4 Overall Governance Recommendations

Based on the history of interoperable communications governance in Wisconsin, as evidenced by the inputs of interviewees for this assessment and the documents listed in Section 1.2.4, OEC/ICTAP recommends a revised SIGB structure as depicted in Figure 5 below.



**Figure 5: Recommended SIGB Structure**

This structure would represent a consolidation and re-alignment of current governance efforts into a more efficient model that leverages stakeholder expertise across all avenues for public safety communications statewide. Principal supporting recommendations for improving the governance structure supporting public safety interoperable communications in the State of Wisconsin include:

- Clarify and define the role of the IC in setting public safety communication policy statewide. Task the IC with sustaining public safety communications across Wisconsin by including LMR, broadband (FirstNet), and 9-1-1 communication under their purview.
- Conclude the current subcommittees and working groups of the IC and consolidate their functions into three standing subcommittees. Charter those subcommittees as advisory groups to the IC (on LMR, NPSBN, and 9-1-1/NG9-1-1 topics, respectively) and task them with implementing policy decisions from the IC.
- Support each subcommittee with task-specific ad hoc working groups, as needed.
- Retain the RSICs as the governance structure at the regional level in Wisconsin. Task the SWIC as the IC representative for the RSICs and RICs.
- Redefine membership in all groups to clearly identify member roles, responsibilities, and constituencies. Limit individual membership to one committee or subcommittee while allowing agencies/entities to be represented on more than one committee or subcommittee.
- Carefully define the stakeholder community for public safety communications in Wisconsin. Redirect future outreach efforts specifically to that community.
- Establish clear, consistent outreach mechanisms that empower representatives to provide continued updates to their stakeholders and that allow stakeholders to provide their inputs directly to their representative.
- Outline priority tasking that includes formalizing charters for the IC and each subcommittee. Define clear mission and vision statements for each subcommittee. Ensure all revised charters document the roles and responsibilities of both State DOJ and WEM.
- Revise the Wisconsin SCIP, once the revised governance structure is established. Engage the IC and its revised subcommittees toward achieving the stated interoperability initiatives contained in the revised SCIP.

## **5 Conclusion**

The State of Wisconsin is currently positioned such that leadership fully understands and embraces the importance of interoperable communications for public safety responders statewide. OEC/ICTAP encourages the State to review this assessment for opportunities to capitalize on the strengths and accomplishments of the previous governance structure while moving forward into a new structure designed to better empower statewide participation and progress. Addressing these governance issues statewide will help

ensure that Wisconsin's governance structure will effectively support public safety operations in the coming years.

## **Appendix A Interview and Survey Questions**

### **A.1 Interview Questions**

In collaboration with the State of Wisconsin, OEC/ICTAP personnel formulated a series of sixteen questions to ask identified interoperability stakeholders during a series of telephone interviews. These questions were as follows:

1. Which Working Group do you participate in?
2. What is your capacity within that Working Group?
3. How often does your Working Group meet?
4. When was the last time your Working Group met?
5. Does your Working Group need to meet more or less often than it currently meets?
6. How is the Working Group functioning?
7. Do the members interact effectively?
8. Does the Working Group have clear goals?
9. Are the members of the Working Group properly empowered by the entities they represent?
10. Do you feel that the Working Group is effective?
11. If not, what needs to be done to make it effective?
12. Is the current membership inclusive enough to represent all entities that need to participate in your Working Group?
13. If not, what entities should be included?
14. There are several different Working Groups involved in Wisconsin public safety communications interoperability. Do you see a benefit from having the Chairs of these different Working Groups meet occasionally to share what their Working Groups are doing and their accomplishments and goals?
15. If so, how often should they meet?
16. Is there anything else you would like to add?

### **A.2 Survey Questions**

OEC/ICTAP collaborated with leadership personnel in Wisconsin to develop and refine a list of questions distributed to stakeholders via an online survey. The survey items addressed were as follows:

- Demographic information
  - Professional Affiliation
  - Region
  - Jurisdiction
  - Organizational Role
  - Tenure
  - Perceptions of professional knowledge re: communications systems
  - Level of affiliation with working groups

- Engagement with the group
  - Since January, 2010 how many meetings of this group have you attended (Slide bar numerical entry)
  - Do you know who your representative to this group is? (Yes/No)
  - Since January, 2010, I have... (Yes/No)
    - spoken directly with my designated representative to this group
    - participated directly in the group (via voting, open comment period, etc.)
    - brought issues or needs to the attention of this group
    - received information requests from this group
    - received progress updates from this group
    - seen resolution to a public safety communication initiative because of the efforts of this group.
  
- Knowledge of group responsibilities
  - Respondents were asked to report whether or not a list of items represented the responsibilities of the group. Choices consisted of the chartered responsibilities of the group along with two responsibilities that were not currently assigned to the group.
  
- Perceptions of group effectiveness (on a five-point scale: 1=strongly disagree, 5=strongly agree)
  - This group is accomplishing its stated goals.
  - This group is representing my agency's best interests.
  - This group is representing my region's best interests.
  - My designated representative to this group is aware of my needs and concerns.
  - My designated representative to this group keeps me aware of group progress.
  - This group's efforts are transparent to all stakeholders.
  - This group meets often enough to maintain momentum and progress.
  - This group is focused on the tasks that it should be focused on.
  - The membership of this group is representative of the interested / impacted parties across the state.
  - I feel confident that this group could address and resolve an issue (within their purview) that I could bring to them.
  - This group is well structured and organized.
  - The scope of this group is too narrow.
  - This group is less productive than other groups I have experienced.
  - Participation in this group is beneficial to me/my agency.
  - Participation in this group has increased my knowledge of public safety communication issues in Wisconsin.
  - Participation in this group has increased my collaborations with peers in my region.

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- This group is unnecessary.
- The work accomplished by this group is adequately accomplished by other groups, making it redundant.

## **Appendix B IC Findings**

### **B.1 IC Respondent Information**

Data on the IC comes from two sources: a telephone interview with the IC Chair and online survey responses.

Of the 145 respondents who completed the online survey, 97 answered the specific group of questions regarding the IC. Of those respondents:

- 16 identified themselves as an appointed member of the IC.
- 81 identified themselves as interacting directly or indirectly with the IC (but not as an appointed member).

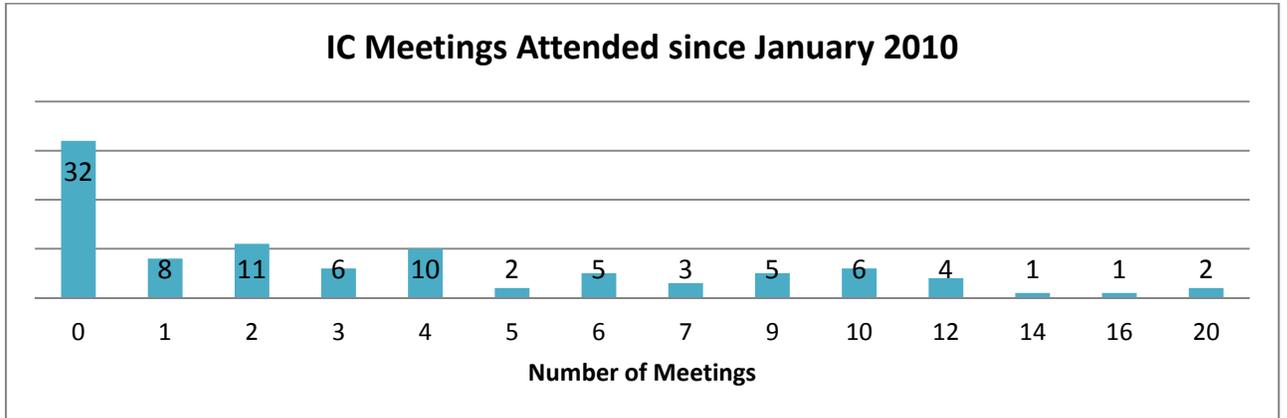
Respondents reported being affiliated with Public Safety, Public Service, Non-governmental organizations, and Private enterprise. Further demographic information for IC survey respondents are provided below.

<b>Discipline</b>	<b>Number</b>
<b>Law enforcement</b>	29
<b>Communications</b>	20
<b>Fire</b>	14
<b>Emergency Management</b>	13
<b>Emergency Medical Services</b>	8
<b>Government / Administration</b>	6
<b>Private Enterprise</b>	2
<b>Public Health</b>	2
<b>Hospital</b>	1
<b>Transportation</b>	1
<b>Non-governmental Organization</b>	1

### **B.2 IC Successes**

This assessment effort highlighted the following facets of the IC that continue to work well and promote the success of the committee:

- Survey respondents reported relatively high engagement with the IC compared with other groups in the survey. The average number of meetings attended since January of 2010 was between 3 and 4 meetings. Out of 97 respondents, only 32 (33%) reported not having been to a meeting during that time frame.



- Approximately two thirds of the respondents reported that they knew who their designated representative to the IC was (63%), that they have spoken directly with that person since January, 2010 (68%), and that they have received progress reports from the IC in that same time period (70%). Almost half of the respondents reported that since January, 2010, they have participated directly in the group (45%), brought issues or needs to the attention of the group (42%), received information requests from the group (59%), and seen resolution to a public safety communication initiative because of the efforts of the IC (44%).

IC	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	61	36	63%
<b>Since 01/2010... spoken directly with designated representative?</b>	66	31	68%
<b>Since 01/2010... participated directly in the group?</b>	44	53	45%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	41	56	42%
<b>Since 01/2010... received information requests from the group?</b>	57	40	59%
<b>Since 01/2010... received progress reports from the group?</b>	68	29	70%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	43	54	44%

- Opinions regarding the effectiveness of the IC were overwhelmingly positive, with many more respondents endorsing positive attitudes across all of the effectiveness questions than negative attitudes. There were proportionately fewer respondents who endorsed “neither agree nor disagree” across the effectiveness items compared to other groups, leading to the conclusion that individuals affiliated with the IC are engaged enough in the group to develop and report opinions about its effectiveness.
- The phone interview responses indicate that the IC meets quarterly and that this meeting schedule is adequate for the group’s responsibilities.

### **B.3 IC Challenges**

This assessment effort also identified areas where the IC could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

#### **B.3.1 Relationship with other groups**

**Description:** According to the legislation forming the IC, this group represents the SIGB for Wisconsin and is therefore the principal governance body over public safety communications in the state.

The key issues noted with the IC are included in the body of this document (see Sections 3.2.1 and 3.2.2). Additional data supporting these conclusions appear below.

#### **B.3.2 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)**

**Description:** Ninety seven (97) total respondents identified some affiliation with the IC. When given a series of seven statements and asked which statements described the responsibility of the IC as currently chartered, respondents answered correctly, on average, 74% of the time. The minimum score was 29% and the maximum score was 100%. Respondents who identified themselves as appointed members of the group answered correctly at the same rate as respondents who identified themselves as non-members, 74% of the time.

This data indicates that not all stakeholders are fully familiar with the defined scope of the IC.

#### **B.3.3 Content of Existing Governance Documents**

OEC/ICTAP personnel noted that, although the IC is authorized by State Statute, this governance body has not yet drafted a charter or by-laws. Details on this challenge appear in Section 3.2.2 in the body of this report.

### **B.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the IC. Of all of the governance structures surveyed for this assessment, the IC generated the most open ended question responses. Those questions and answers are provided here<sup>7</sup>.

#### **What changes would you make to improve the IC?**

- Abolish.
- Addressing and finding grant solutions, to fund radio equipment and infrastructure to address local interoperability issues first, before spending a lot of time and money on technology that will only help in major disasters. All incidents start at the local level first, and the first few hours dictate how much better or worse a situation will be.

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<sup>7</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

- Availability of information, meeting agendas/minutes, etc. via web. Meeting participation via WebEx, Skype or other medium would increase my participation.
- Communication to the stakeholders is important. There needs to be more communication.
- DOJ needs to recruit and retain professional staff to assist the IC in their policy making role.
- Establish an east central Outagamie County contact person.
- IC staff at best have the time to deal with the day to day task completion of the items they are charged with, more time is necessary to establish relationship within the user community that this group can directly assist, identifying new tasks as well as prioritizing the tasks that need to be accomplished.
- If you want people to stay updated you must update your website. Last council minutes are from 2012. Get on the agendas of the local Fire Chiefs or Emergency Services Associations and give us an update. You need to look into getting closer to some of the local municipalities & county public works. They are way outdated in some areas.
- Improve communications of charter, purpose, strategies, goals, progress, results and issues requiring assistance as well as external input.
- Meet every other month rather than quarterly.
- More communications from the Chairperson.
- More frequent meetings and updates. Public Safety is important to everyone in Wisconsin, but other agencies have done work that could make the process of planning more efficient. We would be happy to share our resources with you.
- More information sharing.
- More organization and meeting dates (with early notification).
- Needs new members who do not serve on the other committees.
- Open the committee and the process to more input.
- Re-clarification of goals, and strategies to reflect current environment.
- The council needs to understand what makes communication interoperable. Just because a system can communicate across the state doesn't make it interoperable.
- The IC needs to have a greater presence for the street level public safety communications user. A method for distributing materials from the IC would be valuable. Based on what I currently see, a dedicated and easily accessed website will be of great value along with a current calendar of communications related events available statewide.

**In your opinion, what is the MOST valuable aspect of the IC?**

- A committee trying to improve communication amongst agencies.
- Assisting in making interoperability in Wisconsin better.
- Bringing together the best people dealing with the current issues of interoperability communications on a day to day basis. Including those from boots on the ground to chiefs, and communications experts.
- Building WISCOM to a sustainable level that helps increase interoperability between agencies. WISCOM project has been ongoing for years and haven't seen the development to make the system what it should be.
- Collaboration and networking among regional Public Safety Communication professionals.
- Collaboration and standards for entities.

- Continued monitoring of statewide developments and working on necessary solutions.
- Future growth.
- Information sharing, gathering of a regional group of subject matter experts to work towards a common goal.
- It is the lead agency working with interoperability in the State of Wisconsin.
- It should be to set truly interoperable standards that work with all organizations.
- Making sure public safety concerns are communicated and all resources within the state are tapped into to efficiently address concerns.
- Management of interoperability in Wisconsin.
- Membership is made up of a variety of disciplines and state and local government representatives.
- Oversight and structure.
- Providing leadership to the sub and advisory workgroups (SSMG, etc...).
- Representation of first responders.
- Statutory authority for the tasks, however it is fairly limited and should be expanded to include Public Safety Wireless Broadband planning/operations.
- The general goal is good but the efforts to accomplish the goals are too narrow.
- The IC, when first formed, finally brought to light the communications issues of any public safety user. Local municipality government up to state leadership now has one resource to draw from for interoperability issues.
- This group has the authority to set objectives and goals through a diverse membership.
- Unified communication capabilities.

**In your opinion, what is the LEAST valuable aspect of the IC?**

- Addressing non-regional/state wide issues.
- I don't think there is any.
- It seems that we do not make any real suggestions, that we're simply in position to rubber stamp the ideas and methodologies of other groups.
- Its existence.
- Lack of assignment of professional staff has resulted in lack of proper staff being assigned to the IC; this has made the IC unable to perform its assigned duties and responsibilities. Wisconsin has gotten further and further behind in PSMR/FirstNet and statewide strategic planning.
- Lack of designated participation (mostly by the designated department secretaries).
- Leadership has too narrow of a focus.
- WISCOM.

**What barriers, if any, keep the IC from being more effective?**

- Clarity from both stakeholders as well as state agencies as to priorities and resources to meet those priorities.
- Communication systems were not looked at objectively, but instead technology was seen as an answer for a problem that wasn't truly there.
- Counties not participating.
- Decrease in funding, and the changing of the governing agency without discussion, goals and current status first.
- Grant money.

- I think they are doing a good job and I hope we can share our resources with them to help them be more effective.
- IC needs to reach out to all Public Safety stakeholders to address interoperability concerns and provide regional / statewide coordination. To be successful, it needs to define itself as cooperative, but independent of State interests, initiatives, WISCOM. If not an independent entity, it risks being seen as just another level of bureaucracy dictating State policy and promoting WISCOM as a "one-stop" solution.
- Information.
- Lack of funding and lack of coverage in remote areas of the state.
- Leadership and focus on communications.
- Local input. Need to look into some of the rural areas.
- Need additional program staff to support the IC and additional statutory authority for programs it is already working on.
- Participation.
- Politics.
- Purpose, definition, and clear mission.
- The entire Interoperability Program has stalled over the past year or more with the transition. Momentum needs to be re-built.
- Time and limited labor resources to appropriately address the needs of the user group.
- Too narrow in its thought process.
- We have no real input, mostly because we are acting in reactive rather than proactive mode.
- WISCOM is ineffective because it is based on VHF. The 800 system such as MN system seems to have a better infrastructure to support itself.

**What responsibilities do you see the IC tasked with in the future?**

- 911 related items as they already have the responsibility to make recommendations for dispatch certification. The current legislation for the 911 surcharge fee, while good, is overall not enough.
- Being able to solve interoperability challenges, from the local level up to federal levels, and create a national standard for communications and channel naming. Also being able to bring together communications from fire, EMS, police, and health department, along with county emergency management up to federal emergency management.
- Broadband application.
- Building out more interoperability better in Wisconsin.
- Building WISCOM to a sustainable level.
- Developing a strategy for participation with broadband and FirstNet.
- FirstNet.
- I see the IC as being the implementer.
- Keep us informed.
- Maintaining oversight with the continued implementation of Interoperability Initiatives including Public Safety Broadband.
- Public Safety Wireless Broadband.
- Regional Exercise Planning! Also, tie participation to some sort of grant funding eligibility...maybe DOT enforcement grants.

- Sustainment of current and existing systems, preparation and data collection for new incoming systems.
- The IC will be taking on a broader role in communications. This group will need to reconvene and close out projects that current subcommittees have been working on. With this done, the IC should re-visit initial tasks developed during the 2005 survey, look at how these were accomplished, and then lean forward. Broadband will be the driving force and will give the IC an entire new focus.
- The move to wireless broadband.
- The present ones and the 911 issues.
- Update the SCIP Plan including procedures.
- WISCOM growth and expansion, and assisting the Public Safety Wireless Broadband workgroup with FirstNet implementation.

**Please provide any additional comments that you have about the IC.**

- Every member should get a complimentary dual band radio (smiling emoticon).
- For new members who are appointed to the group, I would like to see someone sit down with them and explain what the group does and it's goals so they have a better understanding of the group intentions.
- Good job.
- Has taken too narrow of a focus to address the interoperability issues for the variety of agencies in the state.
- I am new to my agency but see where council information is going to be useful.
- I need to become more familiar with IC.
- Needs to promote WISCOM throughout the state and provide more information & benefits to stakeholders and potential users. Many people still think this it is a State Patrol run initiative.
- Review leadership and representative roles and responsibilities, charter, purpose, strategies, goals, progress, results and methods of communications.
- This group has a long history of governance but requires the consistency and resources to allow it to continue its stated purpose into the future.
- This is a concept that is grossly flawed and without clear authoritative purpose.
- WISCOM seems to have no priority for the State of WI. This project has had many years and money to grow, however the sustainability is not there. To date only a handful of counties and state patrol use it as intended. Focus on finishing the WISCOM project before moving to other large projects such as broadband.
- With the transition to leadership under DOJ, the message needs to be reinforced that the IC is working in an all discipline environment, not just law enforcement.

**B.5 Overall IC Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the IC:

1. Develop and finalize a charter and by-laws for the IC.
2. Define the roles and responsibilities of the IC in the “care and feeding” of public safety interoperability statewide. Charter this group to define the policy, legal, and funding actions required to sustain public safety interoperability statewide.
3. Identify State funding for IC members to encourage their travel to/from IC meetings.

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4. Define the advisory and reporting responsibilities of the IC to other state entities.
5. Recruit and employ additional DOJ staff to support IC activities and efforts.
6. Define a consistent reporting mechanism for all subcommittees under the IC. Ensure that each subcommittee or working group reports their progress, accomplishments, and needs to the IC at least quarterly.
7. Document the IC process for receiving and addressing subcommittee and working group recommendations/input. Ensure that all stakeholders know what action the IC is taking on their recommendations or, if no action is taken, document why the IC has chosen not to act at this time.
8. Set a standing in-person meeting at least once a year for information sharing among the Chairs of the various IC Subcommittees. Augment this meeting with quarterly teleconferences among the Chairs. Consider tasking the SWIC as the coordinator for these meetings.

## **Appendix C ICSG Findings**

### **C.1 ICSG Respondent Information**

Data on the ICSG comes from two sources; a telephone interview with the ICSG Chair and online survey responses.

Of the 145 respondents who completed the online survey, 37 answered the specific group of questions regarding the ICSG. Of those respondents:

- 3 identified themselves as an appointed member of the ICSG.
- 34 identified themselves as interacting directly or indirectly with the ICSG (but not as an appointed member).

All 37 respondents reported being affiliated with either Public Safety or Public Service. Further demographic information for ICSG survey respondents are provided below.

<b>Discipline</b>	<b>Number</b>
<b>Law Enforcement</b>	12
<b>Communications</b>	12
<b>Emergency Management</b>	7
<b>Fire</b>	3
<b>Emergency Medical Services</b>	3

### **C.2 ICSG Successes**

This assessment effort highlighted the following facets of the ICSG that continue to work well and promote the success of the committee:

- The ICSG is a task-oriented group that functions well when given clear objectives to accomplish.
- The ICSG features a good cross-section of representative agencies.
- Members enjoy participating.
- Membership is relatively stable.
- Respondents felt that the most valuable aspect of the ICSG is the experience level of the committee members which brings a great deal of working knowledge to the various issues and tasks assigned to the committee. Specifically, respondents called out the knowledge of group members on PSAP operations and overall interoperability as beneficial and impactful at the local level.

### **C.3 ICSG Challenges**

This assessment effort also identified areas where the ICSG could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

#### **C.3.1 Relationship with the IC**

**Description:** According to the ICSG Charter (as published in 2009), the ICSG is a subcommittee of the IC whose tasking focuses largely on the standards and training requirements of public safety answering points (PSAPs). During the phone survey, the current ICSG Chair self-identified the largest issue facing the ICSG as its relationship to the IC. The Chair stated that their subcommittee’s feedback mechanism to the IC is

unclear and under-utilized. For example, there have been several IC meetings where no one from the subcommittees provided any reports to the IC. Without a consistent report-out schedule, members of the ICSG may perceive the IC to be disengaged from their activities and disinterested in their progress or requirements.

Open-ended survey questions indicated that respondents sought clearer direction from the IC and perceived that the IC had not taken meaningful action on the recommendations/inputs provided by the ICSG in the past.

**C.3.2 Stakeholder Engagement**

**Description:** Survey data pointed to an overwhelming lack of stakeholder engagement in the ICSG.

Representation & Participation

The majority (73%) of respondents who self-reported being a member of or having an affiliation with the ICSG did not know who their representative was and had not spoken with their representative. Over the past four years, more than two thirds of respondents had not participated directly in the group, brought issues to the group, received information requests from the group, received progress reports from the group, or saw any resolution to a communication issue because of the work of the ICSG.

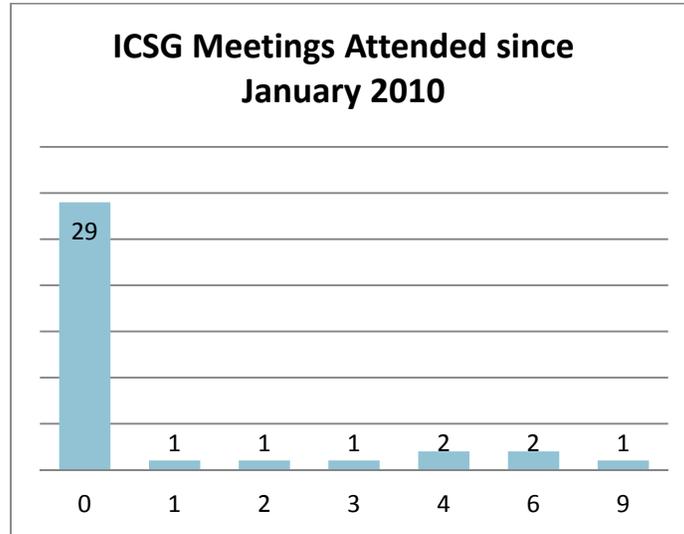
ICSG	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	10	27	27%
<b>Since 01/2010... spoken directly with designated representative?</b>	10	27	27%
<b>Since 01/2010... participated directly in the group?</b>	8	29	22%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	8	29	22%
<b>Since 01/2010... received information requests from the group?</b>	9	28	24%
<b>Since 01/2010... received progress reports from the group?</b>	8	29	22%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	9	28	24%

Perceptions of Effectiveness

For each survey item related to the effectiveness of the ICSG, the majority of responses reported no opinion. Across all questions in this category, 73-84% of respondents selected “neither agree nor disagree.” Because so few respondents selected a true opinion, the data does not lend itself to further conclusions on the effectiveness of the ICSG. The data does indicate, however, that the majority of self-identified ICSG stakeholders are not sufficiently engaged in the subcommittee to formulate an opinion about its effectiveness.

Meeting Schedule

In the past four years, the overwhelming majority (78%) of survey respondents stated they had not attended a single meeting. During the phone interviews, the ICSG Chair stated that the ICSG has not met since the summer of 2013. The Chair also stated, however, that there wasn’t currently anything for the ICSG “to do” so they did not perceive the lack of meetings as necessarily problematic.



This information indicates that the ICSG is not currently fulfilling its original role in the Wisconsin interoperability governance structure. While the ICSG Charter indicates a defined, task-oriented purpose at one time (i.e., to develop technical and operational standards for PSAPs), that task appears to be complete or otherwise re-assigned via a legislative subcommittee today. Members identified their primary role now as signing off Position Task Books (PTBs) for Communications Unit personnel.

### C.3.3 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)

**Description:** Thirty seven (37) total respondents identified some affiliation with the ICSG. When given a series of five statements and asked which statements described the responsibility of the ICSG as currently chartered, respondents answered correctly, on average, 60% of the time. The minimum score was 40% and the maximum score was 80%. Respondents who identified themselves as appointed members of the group answered correctly 67% of the time. Respondents who identified themselves as non-members answered correctly, on average, 59% of the time.

This data indicates that stakeholders are not fully familiar with the defined scope of the ICSG. The data shows that members of the group are more familiar with their chartered responsibilities than non-members, pointing to a messaging and outreach issue beyond the ICSG. No one respondent identified all of the chartered responsibilities of the group correctly, indicating a further need to more clearly define ICSG responsibilities to the group's stakeholders.

### C.3.4 Content of Existing Governance Documents

**Description:** A review of the provided governance documents for the ICSG (i.e., the charter and by-laws) revealed the following notable issues:

- Slight wording differences exist between the mission statements in the charter and in the by-laws.
- There is no vision statement contained in the charter or by-laws.
- In the seventh “whereas” paragraph of the charter, the second sentence does not make sense as written.

- Section III subsection 3 states “the Statewide Interoperability Manager will serve as the Chairperson and will set the agenda for meetings....” However, section 3.2 of the by-laws states that the membership of the ICSG will elect a Chair.
- The by-laws of the ICSG assign duties and responsibilities to a “secretary” position. The by-laws of other governance groups state that OJA will provide a representative to serve as secretary, but this assignment is not specified in ICSG documents. Furthermore, OJA no longer supports governance structures in Wisconsin as their previous duties have transferred to State DOJ and WEM.
- The ICSG allows for teleconference voting but does not require that any verbal vote be confirmed by an email later sent to the Chair.
- Neither the charter nor the by-laws expressly task the Chair with the responsibility to serve as the subcommittee liaison to the IC, to provide routine ICSG updates to the IC, to attend IC meetings, or to report IC meeting details/action items back to the ICSG.
- While membership is listed in the charter/by-laws, it does not establish a formal written authorization process by which the various member entities formally authorize their representatives.

#### **C.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the ICSG. Those questions and answers are provided here<sup>8</sup>.

##### **What changes would you make to improve the ICSG?**

- Additional statute language giving authority to the ICSG for 911 certification and standards.
- Again, clear direction from IC, as well as partnering state agencies.
- It has been too long since we last met, although it seems the work completed when we have met has not been utilized. Not sure the mission is clear or relevant. Needs some work. The changes at OJA seem to have derailed this group’s efforts to a certain extent.
- The mission of this committee is too broad for it to be effective. The group needs to focus on dividing goals and tasks then prioritize.

##### **In your opinion, what is the MOST valuable aspect of the ICSG?**

- Experience of the membership which brings a great deal of working knowledge to the various issues.
- The vast knowledge of group members relative to PSAP and over all interoperable communications operations and the impact they have at the local level.

##### **In your opinion, what is the LEAST valuable aspect of the ICSG?**

- Not sure I can answer at this point in time.

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<sup>8</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

**What barriers, if any, keep the ICSG from being more effective?**

- Lack of leadership, and what I perceive as a lack of will, or perhaps ability, of the IC to implement recommendations already given by this group.
- Nothing at this time.
- Redundancy with other groups. Should be the lead for all matters involving PSAPS, and related initiatives.
- The current transition has prompted this group to stop meeting, momentum is lost. Not enough members have expressed a continued interest in supporting this group.

**What responsibilities do you see the ICSG tasked with in the future?**

- Additional 911 standards that should be within this group, not PSC.
- Helping to research, develop and maybe help with implementation of standards, particularly related to PSAP and Communications Center operation as they relate to interoperable communications.
- Implementation of the standards set forth through the pending 911 legislation.

**Please provide any additional comments that you have about the ICSG.**

- Need to take a close look at the charter.
- Would like to see additional COMU standards involvement.

**C.5 Overall ICSG Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the ICSG:

1. Conclude and dissolve the ICSG in its current form.
2. Re-establish the functions and tasks of this group as the 9-1-1/NG9-1-1 Subcommittee to the IC, in accordance with state statutory responsibilities and grant guidance.
3. Draft a new subcommittee charter tasking this subcommittee with issues related to PSAP communications and Communications Unit credentialing. Include details such as representative participation, expectations, and reporting mechanisms.
4. Reevaluate and define the stakeholder population of this revised 9-1-1/NG9-1-1 Subcommittee. Focus future outreach efforts on this revised stakeholder group.
5. Carefully consider membership in this new group to include regional representation, state agency participation, and appropriate industry advocates/partners (e.g., APCO, NENA, etc.). Define the constituency of each appointed member and define the vetting and approval process for each appointment.
6. De-conflict the roles/responsibilities of this group with the roles/responsibilities currently assigned to the legislative subcommittee.
7. Provide a written copy of the charter, by-laws, and all defined tasking to appointed members of any future 9-1-1/NG9-1-1 Subcommittee. Ensure that members have a consistent and perfect knowledge of the subcommittees' purview.

## **Appendix D SSMG Findings**

### **D.1 SSMG Respondent Information**

Data on the SSMG comes from two sources; a telephone interview with the SSMG Chair and online survey responses.

Of the 145 respondents who completed the online survey, 65 answered the specific group of questions regarding the SSMG. Of those respondents:

- 9 identified themselves as an appointed member of the SSMG.
- 56 identified themselves as interacting directly or indirectly with the SSMG (but not as an appointed member).

All 65 respondents reported being affiliated with either Public Safety or Public Service. Further demographic information for SSMG survey respondents are provided below.

<b>Discipline</b>	<b>Number</b>
<b>Law Enforcement</b>	23
<b>Communications</b>	14
<b>Emergency Management</b>	10
<b>Fire</b>	9
<b>Emergency Medical Services</b>	5
<b>Government / Administration</b>	2
<b>Public Health</b>	1
<b>Transportation</b>	1

### **D.2 SSMG Successes**

This assessment effort highlighted the following facets of the SSMG that continue to work well and promote the success of the committee:

#### *Representation & Participation*

The majority (62%) of respondents who self-reported being a member of or having an affiliation with the SSMG, know who their representative is and 57% have spoken directly with their representative and received progress reports from the group since January, 2010. Over the past four years, about one third of respondents had participated directly in the group or brought issues to the group. Almost half received information requests from the group or saw a resolution to a communication issue because of the work of the SSMG.

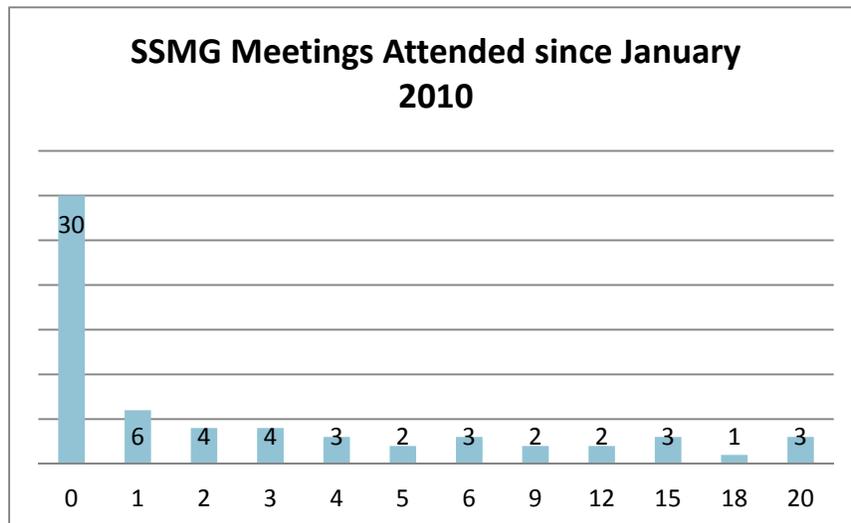
SSMG	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	40	25	62%
<b>Since 01/2010... spoken directly with designated representative?</b>	37	28	57%
<b>Since 01/2010... participated directly in the group?</b>	24	41	37%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	23	42	35%
<b>Since 01/2010... received information requests from the group?</b>	28	37	43%
<b>Since 01/2010... received progress reports from the group?</b>	37	28	57%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	30	35	46%

Perceptions of Effectiveness

For each survey item related to the effectiveness of the SSMG, about half of the responses reported no opinion. Across all questions in this category, 44 to 65% of respondents selected “neither agree nor disagree.” There was a general trend toward positive opinions of the effectiveness of the SSMG with many more respondents endorsing positive attitudes than negative attitudes. The data indicates that the majority of self-identified SSMG stakeholders are sufficiently engaged in the subcommittee to formulate an opinion about its effectiveness.

Meeting Schedule

In the past four years, slightly less than half (48%) of survey respondents stated they had not attended a single meeting but the majority of respondents (52%) had attended at least one meeting. Assuming a quarterly meeting schedule (as stated in the SSMG Charter), one third of respondents who had attended any meetings attended at least half (8) of the regularly scheduled meetings held over the surveyed four year period.



### Membership Process

The SSMG by-laws delineate a clear membership appointment process and identify the requirements and expectations for SSMG members. The by-laws identify responsibilities for the Chair and Vice Chair and describe the process for resignation/removal from the group. The by-laws also detail the voting process for the group.

## **D.3 SSMG Challenges**

This assessment effort also identified areas where the SSMG could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

### **D.3.1 Relationship with the IC**

**Description:** According to the SSMG Charter (as published in 2008) and the SSMG By-laws (as published in 2009), the SSMG is a “decision making group” of the IC tasked with the implementation and *interim*<sup>9</sup> governance of the Wisconsin Interoperable System for Communications (WISCOM).

### **D.3.2 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)**

**Description:** Sixty five (65) total respondents identified some affiliation with the SSMG. When given a series of eleven statements and asked which statements described the responsibility of the SSMG as currently chartered, respondents answered correctly, on average, 71% of the time. The minimum score was 9% and the maximum score was 91%. Respondents who identified themselves as appointed members of the group answered correctly 77% of the time. Respondents who identified themselves as non-members answered correctly, on average, 70% of the time.

This data indicates that while many stakeholders have a good grasp on the majority of responsibilities assigned to the SSMG, not all stakeholders are fully familiar with the defined scope of the SSMG. The data shows that members of the group are more familiar with their chartered responsibilities than non-members, pointing to a messaging and outreach issue beyond the SSMG. No one respondent identified all of the chartered responsibilities of the group correctly, indicating a further need to more clearly define SSMG responsibilities to the group’s stakeholders.

### **D.3.3 Content of Existing Governance Documents**

**Description:** A review of the provided governance documents for the SSMG (i.e., the charter and by-laws) revealed the following notable issues:

- Slight wording differences exist between the mission statements in the charter and in the by-laws.
- The mission statement contained in the charter for the SSMG is a mission statement for WISCOM, not the SSMG. The mission statement in the SSMG by-laws also focuses on WISCOM.

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<sup>9</sup> Note that a term for this group or a replacement governance structure for WISCOM was not identified in the SSMG charter.

- There is no vision statement contained in the charter or by-laws.
- Unlike the other governance groups, the SSMG charter does not cite the legal authority of the IC.
- The charter only provides the SSMG with 'interim' governance of WISCOM. It has been five years without any formal designation of what entity will actually provide such governance.
- Section 1.4 Administrative Agency, subsections B and C of the by-laws assigns specific duties to the OJA Statewide Interoperable Communications Manager. This content is omitted in the charter. Furthermore, OJA no longer supports governance structures in Wisconsin as their previous duties have transferred to State DOJ and WEM.
- While membership is listed in the charter/by-laws, it does not establish a formal written authorization process by which the various member entities formally authorize their representatives.

#### **D.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the SSMG. Those questions and answers are provided here<sup>10</sup>.

##### **What changes would you make to improve the SSMG?**

- Better communications with early adopter agencies relative to system operations and finding common problems. There should probably be an advisory panel formed from the Early Adopter agencies to help convey issues experienced by those looking for coverage suitable to everyday use.
- Establish a board of directors with immediate decision making authority to handle pressing operational matters. Use the general membership as a strategic / advisory group.
- More frequent meetings.
- No changes at this point as our agency no longer attends. Chose not to participate with WISCOM.
- Schedule new meetings.
- The overall structure of the SSMG is now prohibitive to the operational component of WISCOM. The group still has not moved from a planning structure to an operational structure.
- Update information via web (meeting agendas/minutes). Make meetings available via WebEx or Skype. Make meeting recordings available, as many municipal agencies do.

##### **In your opinion, what is the MOST valuable aspect of the SSMG?**

- Collaboration.
- Consistent communication capabilities statewide.
- Diverse representation.

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<sup>10</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

- Includes membership of people very knowledgeable about the WISCOM system and how it operates at the state and local level. This group has members that are dedicated to the success of WISCOM.
- Most of the group was eager to bring our agency on board and implement the WISCOM system on our County.
- Oversight, direction, and funding for WISCOM.
- The overall management of the system.
- Wide representation of stakeholders.

**In your opinion, what is the LEAST valuable aspect of the SSMG?**

- Difficulty in obtaining quorum due to the large governance structure that makes up the group.

**What barriers, if any, keep the SSMG from being more effective?**

- Clear direction from state agencies.
- Communications with its stake holders. Perhaps a better system for participation in meetings via teleconference. Previous experiences with this proved to be less than adequate quality.
- Does not meet often enough, meetings are very long, and it is slow to resolve issues or make decisions that are within its ability.
- Funding.
- Lack of funding.
- Monies allocated for implementation of WISCOM were unrealistic for proper implementation and completion of a "working" system. The proposed WISCOM system, for our geographical area, was consistent with the system we had in place (at that time). That system was dated, unsafe and was not remotely close to 95/95 coverage for any of the public safety services in our County. The system we eventually implemented now provides 95/95 coverage, County wide, from "Portable" non-repeated radio systems.
- Not having regularly scheduled meetings.
- The actual daily users should also have a voting voice on the SSMG, not just discipline representatives.
- Too cumbersome, slow at making decisions. Lack of involvement/voice of local, daily users.

**What responsibilities do you see the SSMG tasked with in the future?**

- Additional funding opportunities to continue to improve the WISCOM system.
- Funding WISCOM, and maintaining it.
- Keeping the system affordable for use and making sure it's not oversold to the point of exceeding capacity or at least addressing capacity issues quickly.
- Maintaining WISCOM capacity to allow the system to support the increased future usage. Developing policy for a larger future user base with quasi-public safety users.
- Ongoing governance and further development of WISCOM.
- Public Safety Wireless Broadband.
- The SSMG needs an operational component to respond quickly to issues that arise.

**Please provide any additional comments that you have about the SSMG.**

- Additional staff is needed to support the SSMG through meetings and daily operations of the system. Many policies/procedures have yet to be developed due to minimal program staff.
- Great.
- I believe the structure and purpose is correct. It just needs to be more user friendly toward non-members of the committee.
- It may be possible to combine the SSMG and MFCG to save time for the staff and committee members. It may make for more efficient decision-making.
- SSMG need to assist with securing stable funding for daily use of the WISCOM system and work to not put the costs of daily use on the backs of the users.
- This is an exceptional group which has accomplished what would have seemed impossible just a few years earlier.
- While their efforts are positive, the funding available for the overall implementation of the system and vendors they were allowed to work with have been insufficient (funding) and too narrow.

#### **D.5 Overall SSMG Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the SSMG:

1. Conclude and dissolve the SSMG in its current form.
2. Re-establish the functions and tasks of this group as part of the LMR Subcommittee to the IC, in accordance with state statutory responsibilities and grant guidance. In this role, SSMG tasks and functions will combine with those items previously assigned to the MFCG.
3. Draft a new subcommittee charter tasking this subcommittee with issues related to public safety radio communications statewide, including WISCOM. Include details such as representative participation, expectations, and reporting mechanisms.
4. Consider immediately leveraging appropriate portions of the membership and tasking of the current SSMG as a working group of the revised LMR Subcommittee specifically assigned to WISCOM issues, as they emerge.
5. Reevaluate and define the stakeholder population of this revised LMR Subcommittee. Focus future outreach efforts on this revised stakeholder group.
6. Carefully consider membership in this new group to include local, regional, and state agency participation. Define the constituency of each appointed member and define the vetting and approval process for each appointment.
7. Extend voluntary membership (either voting or advisory only) to key federal and/or military partner agencies.
8. Provide a written copy of the charter, by-laws, and all defined tasking to appointed members of any future LMR Subcommittee. Ensure that members have a consistent and perfect knowledge of the subcommittee's purview.

## **Appendix E MFCG Findings**

### **E.1 MFCG Respondent Information**

Data on the MFCG comes from two sources: a telephone interview with the MFCG Chair and online survey responses.

Of the 145 respondents who completed the online survey, 47 answered the specific group of questions regarding the MFCG. Of those respondents:

- 4 identified themselves as an appointed member of the MFCG.
- 43 identified themselves as interacting directly or in direction with the MFCG (but not as an appointed member).

All 47 respondents reported being affiliated with either Public Safety or Public Service. Further demographic information for MFCG survey respondents are provided below.

<b>Discipline</b>	<b>Number</b>
<b>Law Enforcement</b>	13
<b>Fire</b>	11
<b>Communications</b>	11
<b>Emergency Management</b>	6
<b>Emergency Medical Services</b>	4
<b>Government / Administration</b>	1
<b>Prosecution</b>	1

### **E.2 MFCG Successes**

This assessment effort highlighted the following facets of the MFCG that continue to work well and promote the success of the committee:

- The MFCG has clear goals established within its charter.  
The MFCG membership is representative of the impacted agencies/entities.
- The MFCG is a mature group. Members are appointed by their home agencies in writing and the group has a good history of relatively seamless representative transitions (though at the time of the interview, the Wisconsin Police Chiefs' Association position remained vacant).
- The MFCG Chair reported accomplishing its management of the MARC channels effectively.
- Some survey respondents correctly identified the chartered purpose of the MFCG 100% of the time.

### **E.3 MFCG Challenges**

This assessment effort also identified areas where the MFCG could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

#### **E.3.1 Relationship with the IC, its Subcommittees, and the SWIC**

**Description:** According to the MFCG Charter (as adopted April 9, 2009), the MFCG is a subcommittee of the IC whose tasking focuses largely on managing the day-to-day use and coordination of Wisconsin's statewide mutual aid frequencies. During the phone

interview, the MFCG Chair identified the issue of information flow among the IC Subcommittees and to/from the IC as problematic.

Additionally, the SWIC position in Wisconsin was vacant until recently. Because the SWIC (by charter) is a voting member on the MFCG, their position on that subcommittee was also vacant. Without a SWIC, many of the projects assigned to the MFCG were effectively “on hold,” thus suspending the group in something of a limbo without the ability to progress forward.

The transition of the MFCG to the Wisconsin Department of Justice (DOJ) appears to have been a rough one. Participants self-identified the lack of appropriate resources at DOJ (e.g., staff members, parking spaces, rooms of adequate size to support subcommittee meetings, etc.) as negatively impactful to the functioning of the group.

**E.3.2 Stakeholder Engagement**

**Description:** Survey data pointed to a troubling lack of stakeholder engagement in the MFCG.

Representation & Participation

About half of the respondents who self-reported being a member of or having an affiliation with the MFCG did not know who their representative was (47%) and had never spoken with their representative (51%). The MFCG Chair did not, however, perceive a similar problem and noted that the subcommittee recently elected new officers which could contribute to some of the confusion here.

Over the past four years, more than three quarters of respondents had not participated directly in the group; about two thirds had not brought issues to the group. Less than half received information requests from the group, received progress reports from the group, or saw any resolution to a communication issue because of the work of the MFCG. These findings indicate that the stakeholder population for the MFCG may actually be narrower than currently perceived (i.e., individuals who thought they had a reason to directly/indirectly interact with the MFCG actually did not).

MFCG	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	25	22	53%
<b>Since 01/2010... spoken directly with designated representative?</b>	23	24	49%
<b>Since 01/2010... participated directly in the group?</b>	11	36	23%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	15	32	32%
<b>Since 01/2010... received information requests from the group?</b>	20	27	43%
<b>Since 01/2010... received progress reports from the group?</b>	19	28	40%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	20	27	43%

Perceptions of Effectiveness

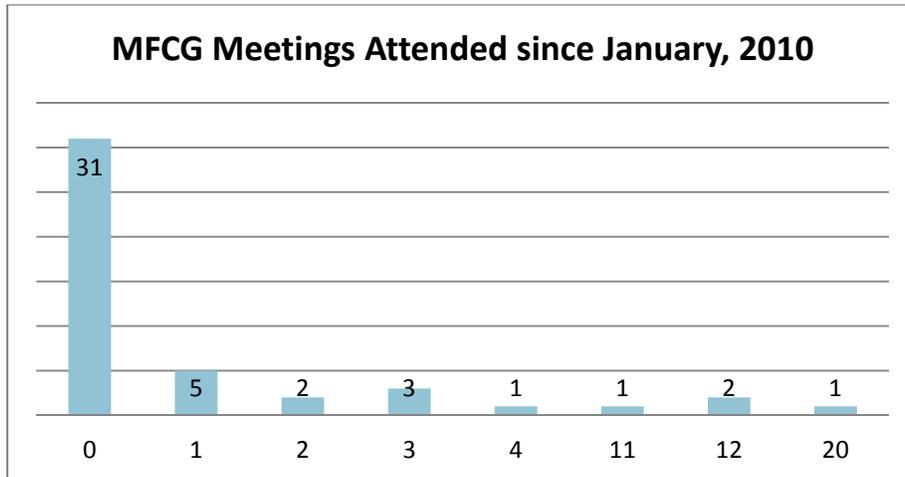
During the phone interviews, the MFCG Chair expressed the opinion that the subcommittee was functioning very well and adequately handling issues brought to them. For each survey item related to the effectiveness of the MFCG, however, the

majority of respondents reported no opinion. Across all questions in this category, 51-70% of respondents selected “neither agree nor disagree.” While the “no-opinion” problem is not as pronounced in the MFCG as it is in other groups, it remains a troubling trend.

Of the respondents who did report an opinion, the trend is positive for all questions, with more respondents endorsing positive attitudes than negative attitudes about the effectiveness of the MFCG. The data does indicate, however, that the majority of self-identified MFCG stakeholders are not sufficiently engaged in the subcommittee to formulate an opinion about its effectiveness.

Meeting Schedule

The MGCG Chair stated that the subcommittee meets, on average, 2-3 times per year with additional meetings called to address specific issues. However, approximately two thirds of survey respondents (67%) stated they had not attended a single meeting in the past four years. The MFCG Chair did state that the subcommittee has struggled to achieve a quorum of late indicating an attendance issue among voting, appointed members.



**E.3.3 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)**

**Description:** Forty seven (47) total respondents identified some affiliation with the MFCG. When given a series of five statements and asked which statements described the responsibility of the MFCG as currently chartered, respondents answered correctly, on average, 69% of the time. The minimum score was 40% and the maximum score was 100%. Respondents who identified themselves as appointed members of the group answered correctly 76% of the time. Respondents who identified themselves as non-members answered correctly, on average, 69% of the time.

This data indicates that stakeholders are not fully familiar with the defined scope of the MFCG. The data shows that members of the group are more familiar with their chartered responsibilities than non-members, pointing to a messaging and outreach issue beyond the MFCG. Some respondents did identify all of the chartered responsibilities of the group correctly.

### **E.3.4 Future Focus/Tasking**

**Description:** During the phone interview, the MFCG Chair identified tasks they would like the group to engage on in the future, including:

- Revise the policies and procedures section of the SCIP dealing with the Wisconsin mutual aid frequencies.
- Revise the MFCG Charter to reflect membership changes.

### **E.3.5 Content of Existing Governance Documents**

**Description:** A review of the provided governance documents for the MFCG (i.e., the charter and by-laws) revealed the following notable issues:

- There is no vision statement for this group contained in the charter or by-laws.
- Under section 1.2 B of the by-laws, the authority of the group is listed which impacts its duties and responsibilities. This is only partially listed under section IV “Scope” of the charter so it is inconsistent relative to the role of the MFCG.
- Under section IV “Scope” of the charter, it establishes that the MFCG will ensure coordination with specific entities which are also listed under section 1.2 “Authority” subsection C of the by-laws. However, while the by-laws include WISCOM in its list of entities, WISCOM is not listed in the charter.
- Within the charter section V, it speaks of the transition from WISPERN to the MFCG. Since it has been over five years since this transition, this section could be deleted.
- Section 1.4 Administrative Agency, subsections B and C of the by-laws assigns specific duties to the OJA Statewide Interoperable Communications Manager. This content is omitted in the charter. Furthermore, OJA no longer supports governance structures in Wisconsin as their previous duties have transferred to State DOJ and WEM.
- The by-laws call for a Vice-Chair but that position is not identified in the charter.
- While membership is listed in the charter/by-laws, it does not establish a formal written authorization process by which the various member entities formally authorize their representatives.
- The MFCG allows for teleconference voting but does not require that any verbal vote be confirmed by an email later sent to the Chair.

## **E.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the MFCG. Those questions and answers are provided here<sup>11</sup>.

### **What changes would you make to improve the MFCG?**

- Better Contact information. Fix the website.
- I question some of the inefficiencies between the Chair of the MFCG and the State Frequency Coordinator. This should be clarified and followed exclusively.
- I really know very little about this group.

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<sup>11</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

- List agenda information and approved or draft minutes in a more timely manner.
- Merge it into the IC or other body.
- More participation by public safety entities.

**In your opinion, what is the MOST valuable aspect of the MFCG?**

- A specific representative participates in this group and keeps us informed.

**In your opinion, what is the LEAST valuable aspect of the MFCG?**

- No entries

**What barriers, if any, keep the MFCG from being more effective?**

- No entries

**What responsibilities do you see the MFCG tasked with in the future?**

- No entries

**Please provide any additional comments that you have about the MFCG.**

- No entries

## **E.5 Overall MFCG Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the MFCG:

1. Conclude and dissolve the MFCG in its current form.
2. Re-establish the functions and tasks of this group as part of the LMR Subcommittee to the IC, in accordance with state statutory responsibilities and grant guidance. In this role, MFCG tasks and functions will combine with those items previously assigned to the SSMG.
3. Draft a new subcommittee charter tasking this subcommittee with issues related to public safety radio communications statewide, including mutual aid and other frequency coordination issues. Include details such as representative participation, expectations, and reporting mechanisms.
4. Support this LMR Subcommittee with task-oriented ad hoc working groups, as needed.
5. Reevaluate and define the stakeholder population of this revised LMR Subcommittee. Focus future outreach efforts on this revised stakeholder group.
6. Carefully consider membership in this new group to include local, regional, and state agency participation. Define the constituency of each appointed member and define the vetting and approval process for each appointment.
7. Extend voluntary membership (either voting or advisory only) to key federal and/or military partner agencies.
8. Provide a written copy of the charter, by-laws, and all defined tasking to appointed members of any future LMR Subcommittee. Ensure that members have a consistent and perfect knowledge of the subcommittee's purview.
9. Draft revisions to the policies and procedures contained in the SCIP (and other statewide communication documents such as TICPs, etc.) relative to statewide mutual aid frequency usage. Submit these revisions to the IC for adoption/distribution.

## Appendix F SASIG Findings

### F.1 SASIG Respondent Information

Data on the SASIG comes from two sources: a telephone interview with the SASIG Chair and online survey responses.

Of the 145 respondents who completed the online survey, 54 answered the specific group of questions regarding the SASIG. Of those respondents:

- 5 identified themselves as an appointed member of the SASIG.
- 49 identified themselves as interacting directly or indirectly with the SASIG (but not as an appointed member).

All 54 respondents reported being affiliated with either Public Safety or Public Service. Further demographic information for SASIG survey respondents are provided below.

Discipline	Number
Communications	16
Law Enforcement	15
Fire	9
Emergency Management	8
Emergency Medical Services	4
Public Health	1
Government / Administration	1

### F.2 SASIG Successes

This assessment effort highlighted the following facets of the SASIG that continue to work well and promote the success of the committee:

- Provided an initial mechanism for state agencies to play a role in developing and implementing the strategic communication plan for Wisconsin.

### F.3 SASIG Challenges

This assessment effort also identified areas where the SASIG could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

#### F.3.1 Relationship with the IC

**Description:** According to the SASIG Charter (as published in 2009), the SASIG is a subcommittee of the IC whose tasking focuses largely on fostering communication between the IC and state public safety agencies. Their other tasking centered on ensuring that state agency needs were addressed in the development and implementation of the SCIP. However, this group has not met since 2013 and stakeholders could not articulate a viable current reason to continue meetings. Stakeholders also stated that the group has not reported back to the IC nor received information from the IC in recent memory.

#### F.3.2 Stakeholder Engagement

**Description:** Survey data pointed to a lack of stakeholder engagement in the SASIG.

Representation & Participation

Fewer than half of respondents who self-reported being a member of or having an affiliation with the SASIG knew who their representative was (44%) and had spoken with their representative (43%). Over the past four years, only one quarter of respondents (28%) had participated directly in the group or brought issues to the group. About a third had received information requests from the group (35%), or seen any resolution to a communication issue because of the work of the SASIG (31%). Fewer than half (44%) received progress reports from the group.

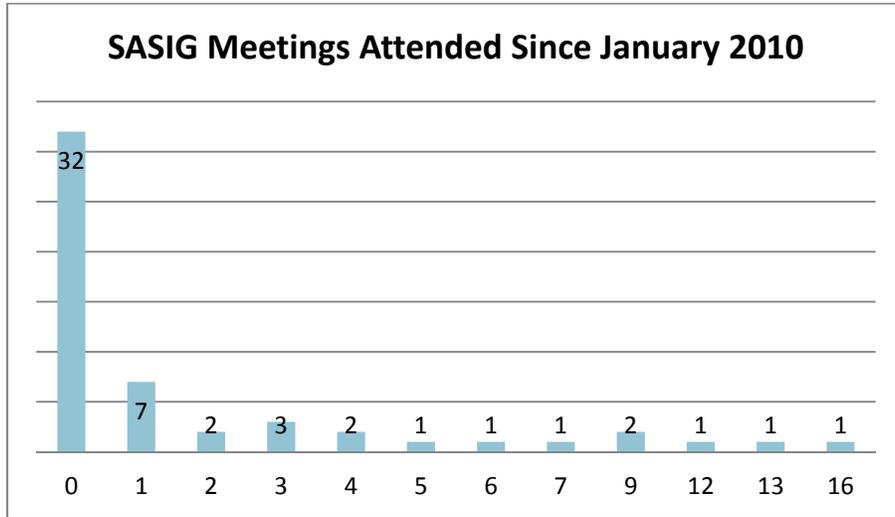
SASIG	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	24	30	44%
<b>Since 01/2010... spoken directly with designated representative?</b>	23	31	43%
<b>Since 01/2010... participated directly in the group?</b>	15	39	28%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	15	39	28%
<b>Since 01/2010... received information requests from the group?</b>	19	35	35%
<b>Since 01/2010... received progress reports from the group?</b>	24	30	44%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	17	37	31%

Perceptions of Effectiveness

For each survey item related to the effectiveness of the SASIG, the majority of responses reported no opinion. Across all questions in this category, 50% to 76% of respondents selected “neither agree nor disagree.” Within items with the highest number of actual opinions reported, there was a trend toward more positive attitudes than negative; however, the majority of self-identified SASIG stakeholders are not sufficiently engaged in the subcommittee to formulate an opinion about its effectiveness.

Meeting Schedule

In the past four years, the majority (59%) of survey respondents stated they had not attended a single meeting. Phone interviewees stated that the group has been “dormant” since early 2013.



**F.3.3 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)**

**Description:** Fifty four (54) total respondents identified some affiliation with the SASIG. When given a series of five statements and asked which statements described the responsibility of the SASIG as currently chartered, respondents answered correctly, on average, 63% of the time. The minimum score was 20% and the maximum score was 100%. Respondents who identified themselves as appointed members of the group answered correctly 72% of the time. Respondents who identified themselves as non-members answered correctly, on average, 62% of the time.

This data indicates that stakeholders are not fully familiar with the defined scope of the SASIG. The data shows that members of the group are more familiar with their chartered responsibilities than non-members, pointing to a messaging and outreach issue beyond the SASIG.

**F.3.4 Content of Existing Governance Documents**

**Description:** A review of the provided governance documents for the SASIG (i.e., the charter and by-laws) revealed the following notable issues:

- There is no vision statement for this group contained in the charter or by-laws.
- Sections III and IV of the charter mention Co-Chairs but do not stipulate the number of Co-Chairs. This content is inconsistent with the by-laws which note that SASIG members will elect a “Chair”, not Co-Chairs.
- There is no mention of any other group officers in the charter.
- Section III.2 stipulates that the term for the leadership roles shall be two years, but does not mention the term for the members.
- Under Section III of the Charter it notes that one of the activities of the group shall be to “assist the interoperability *manager* and the IC.....”, while in the by-laws it states “assist the interoperability *program* and the IC....”
- The SASIG allows for teleconference voting but does not require that any verbal vote be confirmed by an email later sent to the Chair.
- Neither the charter nor the by-laws expressly task the Chair with the responsibility to serve as the subcommittee liaison to the IC, to provide routine

SASIG updates to the IC, to attend IC meetings, or to report IC meeting details/action items back to the SASIG.

- While membership is listed in the charter/by-laws, it does not establish a formal written authorization process by which the various member entities formally authorize their representatives.

#### **F.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the SASIG. Those questions and answers are provided here<sup>12</sup>.

##### **What changes would you make to improve the SASIG?**

- Be able to see/view agendas and meeting draft/approved minutes from other regions of the state.
- By far better communications as to what is going on to locals.
- It may only be me, but I am not familiar enough with SAGIG to offer an informed opinion.
- Too many groups.
- Total, complete and comprehensive reorganization--a group that works and means something--not just a political bunch of hacks.

##### **In your opinion, what is the MOST valuable aspect of the SASIG?**

- Interoperability.

##### **In your opinion, what is the LEAST valuable aspect of the SASIG?**

- Another frequency.
- The desire for State regulation and State control in an area that can be managed much more simply, more efficiently and less politically.

##### **What barriers, if any, keep the SASIG from being more effective?**

- Too much high level "government" control from people that want to feel important and not enough "hands off" of the local government unit.
- Too complicated / poor communication.

##### **What responsibilities do you see the SASIG tasked with in the future?**

- Determining costs assessments to agencies currently using the system.
- Disband and reorganize from the ground up, not the top down, with a mission of help and support, not regulation, control and non-funded mandates.
- Getting one system Statewide.

##### **Please provide any additional comments that you have about the SASIG.**

- You really need to have an objective look at the mission, purpose and objectives of this organization and attempt to get out of local business, or support local business; not mandate or dictate requirements.

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<sup>12</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

## **F.5 Overall SASIG Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the SASIG:

1. Conclude and dissolve the SASIG in its current form.
2. Incorporate the members/stakeholders of the SASIG into the new LMR, PSWBN, and 9-1-1/NG9-1-1 Subcommittees by ensuring that state agencies are clearly represented on each subcommittee.

## Appendix G SSIG Findings

### G.1 SSIG Respondent Information

Data on the SSIG comes from two sources: a telephone interview with the SSIG Chair and online survey responses.

Of the 145 respondents who completed the online survey, 53 answered the specific group of questions regarding the SSIG. Of those respondents:

- 4 identified themselves as an appointed member of the SSIG.
- 49 identified themselves as interacting directly or indirectly with the SSIG (but not as an appointed member).

All 53 respondents reported being affiliated with either Public Safety or Public Service. Further demographic information for SSIG survey respondents are provided below.

Discipline	Number
<b>Law Enforcement</b>	15
<b>Communications</b>	14
<b>Fire</b>	11
<b>Emergency Management</b>	7
<b>Emergency Medical Services</b>	5
<b>Government / Administration</b>	1

### G.2 SSIG Successes

This assessment effort highlighted the following facets of the SSIG that continue to work well and promote the success of the committee:

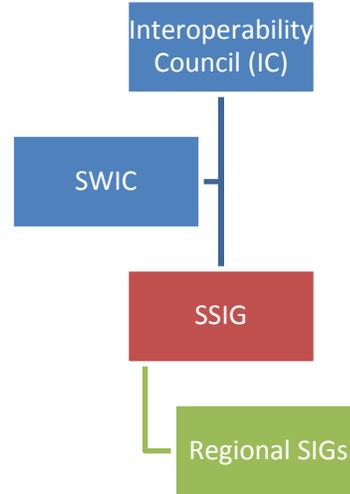
- Provided an initial mechanism for local agencies to play a role in developing and implementing the strategic communication plan for Wisconsin.
- Provided a coordination body for the RSICs.

### G.3 SSIG Challenges

This assessment effort also identified areas where the SSIG could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

#### G.3.1 Relationship with the IC

**Description:** According to the SSIG Charter (as published in 2009), the SSIG is a subcommittee of the IC whose tasking focuses largely on ensuring communication among the RSICs, and developing and implementing the SCIP. The SSIG is chartered as a group (i.e., NOT as a subcommittee of the IC) but its by-laws identify it as a subcommittee of the IC. In contrast, however, the RSIC by-laws state that each RSIC is chartered as a subcommittee of the IC. None of the RSIC by-laws mention any relationship to the SSIG and they provide no information whatsoever about how the RSICs should report to or take their tasking from the IC. Furthermore, the SSIG has not



met since 2013 despite the RSICs meeting consistently, which indicates that the SSIG has outlived its useful application as a coordination body for the RSICs.

**G.3.2 Stakeholder Engagement**

**Description:** Survey data pointed to a relative lack of stakeholder engagement in the SSIG.

Representation & Participation

Although about half of respondents who self-reported being a member of or having an affiliation with the SSIG knew who their representative was (53%) and had spoken with their representative since January, 2010 (49%), other measures of participation were less compelling. Approximately one third (32%) of respondents brought issues or needs to the attention of the group or reported having seen a resolution to an initiative as the result of the efforts of the group since January, 2010. Over the past four years, fewer than half of the respondents participated directly in the group (40%), received information requests from the group (43%), or received progress reports from the group (43%).

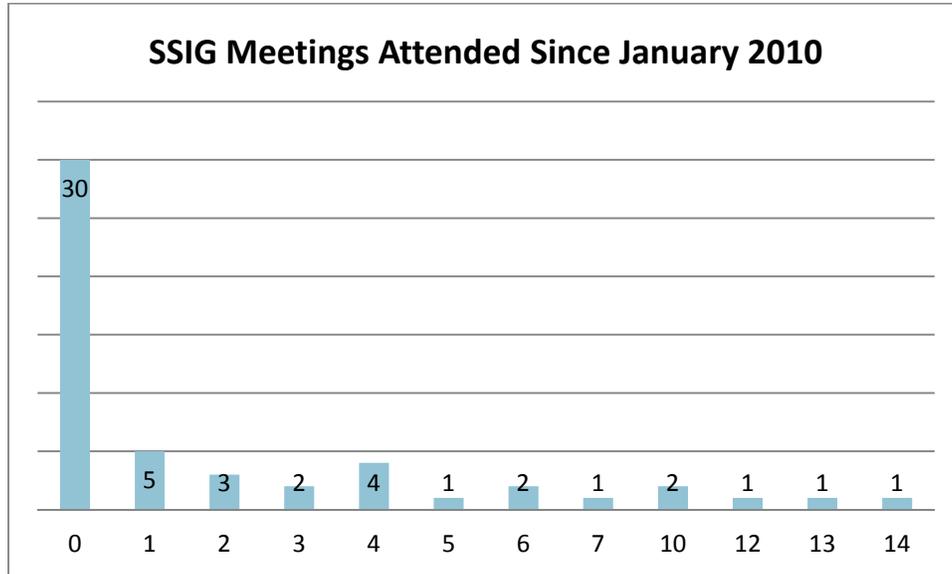
SSIG	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	28	25	53%
<b>Since 01/2010... spoken directly with designated representative?</b>	26	27	49%
<b>Since 01/2010... participated directly in the group?</b>	21	32	40%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	17	36	32%
<b>Since 01/2010... received information requests from the group?</b>	23	30	43%
<b>Since 01/2010... received progress reports from the group?</b>	23	30	43%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	17	36	32%

Perceptions of Effectiveness

For each survey item related to the effectiveness of the SSIG, more than half of responses reported no opinion. Across all questions in this category, 53% to 74% of respondents selected “neither agree nor disagree.” Because so few respondents selected a true opinion, the data does not lend itself to further conclusions on the effectiveness of the SSIG. Within items in which respondents shared an opinion, there is a trend toward more positive rather than more negative responses; however, the majority of self-identified SSIG stakeholders are not sufficiently engaged in the subcommittee to formulate an opinion about its effectiveness.

Meeting Schedule

In the past four years, just over half (57%) of survey respondents stated they had not attended a single meeting.



**G.3.3 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)**

**Description:** Fifty three (53) total respondents identified some affiliation with the SSIG. When given a series of six statements and asked which statements described the responsibility of the SSIG as currently chartered, respondents answered correctly, on average, 64% of the time. The minimum score was 17% and the maximum score was 100%. Respondents who identified themselves as appointed members of the group answered correctly 67% of the time. Respondents who identified themselves as non-members answered correctly, on average, 64% of the time.

This data indicates that stakeholders are not fully familiar with the defined scope of the SSIG. The data shows that members of the group are more familiar with their chartered responsibilities than non-members, pointing to a messaging and outreach issue beyond the SSIG.

**G.3.4 Content of Existing Governance Documents**

**Description:** A review of the provided governance documents for the SSIG (i.e., the charter and by-laws) revealed the following notable issues:

- There is no vision statement for this group contained in the charter or by-laws.
- There really is no mission statement for this group. The provided mission statement lists actions/activities. It is most consistent with the “Activities” sections of the charters for the other groups.
- While membership is listed in the charter/by-laws, it does not establish a formal written authorization process by which the various member entities formally authorize their representatives.
- Neither the charter nor the by-laws expressly task the Chair with the responsibility to serve as the subcommittee liaison to the IC, to provide routine SSIG updates to the IC, to attend IC meetings, or to report IC meeting details/action items back to the SSIG.
- The SSIG allows for teleconference voting but does not require that any verbal vote be confirmed by an email later sent to the Chair.

## **G.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the SSIG. Those questions and answers are provided here<sup>13</sup>.

### **What changes would you make to improve the SSIG?**

- Additional program staff to support the committee to meet on a regular basis. Update the charter to include the information relevant to the SSIG in IC policy statement #5.
- Agenda and draft/approved meeting minutes available in a more timely manner.
- I don't feel that the leadership / membership are authentically interested in the best interests of all stakeholders.
- Not enough info to offer informed opinion.
- They need to meet more.
- Too many groups.

### **In your opinion, what is the MOST valuable aspect of the SSIG?**

- I cannot really think of one---the concept to have one is an admirable idea. However, the organizational structure, mission, goals and objectives appear to be "self-serving" rather than "community" and really well thought out for the "good of the order".
- Not enough info to offer an informed opinion.
- On paper the ability for locally driven issues to be brought to the state level.
- This group represents the State better.

### **In your opinion, what is the LEAST valuable aspect of the SSIG?**

- The assumed "power" membership and the structure exuded.

### **What barriers, if any, keep the SSIG from being more effective?**

- It is very ineffective primarily because of lack of a clear and justified mission for the true benefit of everyone. It has been crafted for a specific few and does not realize that "one shoe does not fit all".
- [Name removed] holds a role on this board and is closed to new ideas or discussions that are not in agreement with own opinions. There is often a reclusive attitude toward certain members of this group, which often hinders open communication/discussion in this group. His knowledge base is obviously strong, however this attitude often blocks open communication.
- Lack of program staff to support the group's tasks/progress.

### **What responsibilities do you see the SSIG tasked with in the future?**

- Complete reorganization with strong input (and structure) from a diverse perspective, not just power brokers or folks in it for personal gain from any perspective.
- Continued knowledge of radio communications and information sharing. As well, more guidance in data availability.
- Public Safety Wireless Broadband.

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<sup>13</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

- Public Safety Wireless Broadband.

**Please provide any additional comments that you have about the SSIG.**

- It may be only me, but I am not familiar enough with SSIG to offer any insight. Our association with this initiative was through a grant award, but honestly beyond the grant we have not utilized WISCOM at all on a daily basis.
- Please rethink this entire process and make it work for everyone or disband it--is it really and I mean really, needed or just an opportunity for a few to feel important?

**G.5 Overall SSIG Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the SSIG:

1. Conclude and dissolve the SSIG in its current form.
2. Incorporate the members/stakeholders of the SSIG into the new LMR, PSWBN, and 9-1-1/NG9-1-1 Subcommittees by ensuring that the RSICs are clearly represented on each subcommittee.

## Appendix H PSWBG Findings

### H.1 PSWBG Respondent Information

Data on the PSWBG comes from online survey responses only. This group is still forming and the data will not reflect any successes or challenges.

Of the 145 respondents who completed the online survey, 24 answered the specific group of questions regarding the PSWBG. Of those respondents:

- 5 identified themselves as an appointed member of the PSWBG.
- 19 identified themselves as interacting directly or indirectly with the PSWBG (but not as an appointed member).

There were respondents from Public Safety, Public Service and Private Enterprise. Further demographic information for PSWBG survey respondents are provided below.

Discipline	Number
Law Enforcement	6
Communications	5
Government / Administration	5
Emergency Medical Services	3
Emergency Management	2
Private Enterprise	2
Fire	1

### H.2 Perception of Chartered Responsibilities (i.e., committee scope)

**Description:** Twenty four (24) total respondents identified some affiliation with the PSWBG. When given a series of nine statements and asked which statements described what the group “should be” responsible for, respondents agreed with existing charter documentation, on average 82% of the time. The minimum agreement score was 67% and the maximum score was 100%. Respondents who identified themselves as appointed members of the group agreed with existing charter documentation, on average, 89% of the time. Respondents who identified themselves as non-members agreed, on average, 81% of the time. Of all of the groups, this level of awareness of the current state of chartered responsibilities was the highest, pointing to effective communication of the responsibilities of this group.

#### H.2.1 Content of Existing Governance Documents

**Description:** A review of the proposed governance documents for the PSWBG revealed the following notable issues:

- The proposed charter is lacking over all in terms of detail (e.g., membership, meeting schedule, etc.).
- The proposed mission statement for this group is somewhat lacking in detail.
- There is no proposed vision statement for this group.
- To date, Wisconsin has not developed draft by-laws for the PSWBG.

### **H.3 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the PSWBG. Those questions and answers are provided here<sup>14</sup>.

#### **What responsibilities do you see the PSWBG tasked with in the future?**

- Moving forward with FirstNet.
- Providing leadership and guidance from a multiple-stakeholder perspective.
- Since IC Policy #5 states the SSIG will work with first responders and the ICSG will work with PSAPs it should be clear the ad hoc group (PSWBG) has limited responsibility and is more of a catch all for items outside of the SSIG and the ICSG.
- They need to stop cancelling meetings so we can move forward with our FirstNet application.

#### **Please provide any additional comments that you have about the PSWBG.**

- I am fairly new to this group.
- More attention needs to be paid to the goals of this group.
- The PSWBG needs to have a charter that defines membership, how that membership is appointed, and consideration for the private sector.

### **H.4 Overall PSWBG Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the PSWBG:

1. Officially charter the PSWBG as a Subcommittee to the IC responsible for advising the IC on issues related to the Nationwide Public Safety Broadband Network (NPSBN). Include details such as representative participation, expectations, and reporting mechanisms.
2. Support this Subcommittee with task-oriented ad hoc working groups, as needed.
3. Define the role of the Wisconsin Single Point of Contact (SPOC) to FirstNet on this Subcommittee.
4. Evaluate and define the stakeholder population of this Subcommittee. Focus future outreach efforts on this stakeholder group.
5. Carefully consider membership in this new group to include local, regional, and state agency participation. Define the constituency of each appointed member and define the vetting and approval process for each appointment.
6. Extend voluntary membership (either voting or advisory only) to key federal and/or military partner agencies.
7. Provide a written copy of the charter, by-laws, and all defined tasking to appointed members of any future PSWBN Subcommittee. Ensure that members have a consistent and perfect knowledge of the subcommittee's purview.

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<sup>14</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

## Appendix I RSIC Findings

### I.1 RSIC Respondent Information

Data on the RSIC comes from two sources: a telephone interview with the RSIC Chair and online survey responses.

Of the 145 respondents who completed the online survey, 69 answered the specific group of questions regarding the RSICs. Of those respondents:

- 24 identified themselves as an appointed member of the RSIC.
- 45 identified themselves as interacting directly or in direction with the RSIC (but not as an appointed member).

All 69 respondents reported being affiliated with either Public Safety or Public Service. Further demographic information for RSIC survey respondents are provided below.

Discipline	Number
Law Enforcement	20
Fire	12
Emergency Medical Services	8
Emergency Management	12
Communications	15
Government / Administration	2

All six regions were represented in the sample, as indicated by the table below:

Region	Number
Southwest	16
Southeast	14
Northwest	11
Northeast	10
East Central	10
West Central	8

### I.2 RSIC Successes

This assessment effort highlighted the following facets of the RSIC that continue to work well and promote the success of the committee:

#### I.2.1 Stakeholder Engagement

**Description:** Survey data pointed to relatively high stakeholder engagement in the RSICs.

##### Representation & Participation

The overwhelming majority (74%) of respondents who self-reported being a member of or having an affiliation with one of the RSICs knew who their representative was and had spoken with their representative (70%) since January, 2010. Over the past four years, almost two thirds of respondents had participated directly in the group (59%), received information requests from the group (61%), and received progress reports from the group (67%). About half of respondents (45%) brought issues or needs to the attention

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of the group, and saw resolution to a communication issue because of the work of the RSIC.

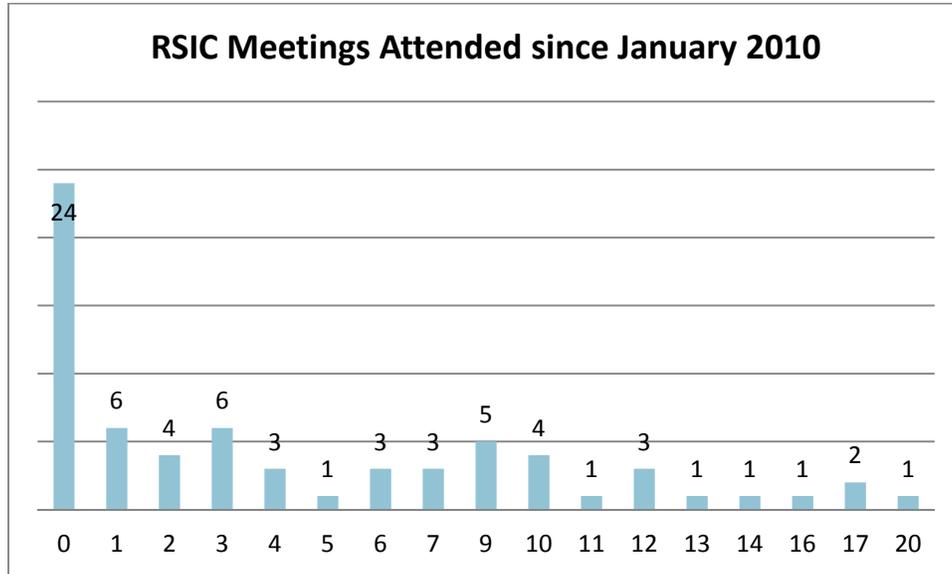
RSIC	Yes	No	Percent Yes
<b>Do you know who your representative to this group is?</b>	51	18	74%
<b>Since 01/2010... spoken directly with designated representative?</b>	48	21	70%
<b>Since 01/2010... participated directly in the group?</b>	41	28	59%
<b>Since 01/2010... brought issues or needs to the attention of the group?</b>	31	38	45%
<b>Since 01/2010... received information requests from the group?</b>	42	27	61%
<b>Since 01/2010... received progress reports from the group?</b>	46	23	67%
<b>Since 02/2010... seen resolution to a public safety communication initiative because of the efforts of this group?</b>	31	38	45%

Overall, these findings are relatively consistent across groups with a few exceptions. Those exceptions include:

- The Southwest Region appears to have quite a bit less participation than other Regions. Half of the respondents from the Southwest Region report that they do not know who their designated representative is, and that they have not spoken directly to that person. Additionally, only 31% of respondents reported having brought issues or needs to the attention of the RSIC. Only 44% of respondents from the Southwest reported having participated directly in the RSIC, having received information requests from the RSIC, or having received progress updates from the group. Only 38% reported having seen resolution to a public safety communication initiative as a result of the RSIC.
- Participation directly in the RSIC appears to be more likely in the Northeast, East Central, and West Central Regions, with 70-75% of respondents answering that question in the affirmative. The Southeast, Southwest, and Northwest regions saw a bit less direct participation, with 44-57% of respondents from those regions reporting direct participation.
- Respondents reporting having seen resolution to an initiative varied quite a bit across groups. In the Northwest Region, 64% of respondents reported having seen a resolution, compared to 60% in the Northeast, 43% in the Southeast, 40% in East Central, 38% in the Southwest, and 25% in West Central.

Meeting Schedule

In the past four years, the overwhelming majority (65%) of survey respondents stated they had attended at least one meeting of their RSIC. The average number of meetings attended was 4.6 over the four year period.



Different regions reported different levels of attendance. The average number of meetings attended since January, 2010 for each region is indicated in the table below:

Region	Average # of Meetings
Southwest	2.75
Southeast	3.9
Northwest	7
Northeast	5
East Central	4.3
West Central	6

From this table, it is clear that the Southwest Region is seeing less participation than other regions. This is consistent with information from the phone interview which indicated that the RSIC in the Southwest has not met since the fall of 2012.

### I.3 RSIC Challenges

This assessment effort also identified areas where the RSIC could improve its functionality as a governance body within Wisconsin. These gaps are detailed below.

#### I.3.1 Relationship with the IC

**Description:** According to the RSIC Charters, the RSICs are subcommittees of the IC whose tasking focuses largely on implementing interoperable communications at the regional level. Although the SSIG was slated to serve as a coordinating body for the RSICs, the SSIG has not served that function since early 2013 due to the dormancy of the SSIG. The RSICs, therefore, currently have no defined communication mechanism with the IC and no clear way to ensure that regional stakeholder concerns are addressed at the IC level.

#### I.3.2 Perceptions of Effectiveness

For each survey item related to the effectiveness of the RSIC, there are many responses reporting no opinion. Across all questions in this category, 43-64% of respondents

selected “neither agree nor disagree.” Although there are some differences between regions, the number of respondents per region is so small that it is difficult to draw conclusions. Overall, there is a trend toward positive attitudes toward the RSICs, with more respondents reporting a positive opinion than a negative opinion on each question. There are some notable examples, including the following:

- The West Central Region is reporting more negative attitudes toward the RSIC than other regions report. It is important to keep in mind, however, that these results must be considered in the context of the small number of individuals who responded from this region. Examples of the reports of more negative attitudes include:
  - The same number of respondents report disagreement as agreement with the phrase “This group is accomplishing its stated goals.”
  - There are almost the same number of respondents who disagree as agree with the statement, “This group meets often enough to maintain momentum and progress.”
  - Close to the same number of respondents agree as disagree with the phrase, “The membership of this group is representative of the interested / impacted parties across the state”
  - Twice as many respondents disagree as agree with the statement, “I feel confident that this group could address and resolve an issue (within their purview) that I could bring to them.”
  - Two respondents disagree, compared to three respondents who agree, with the statement, “This group is less productive than other groups I have experienced.”
  - Two respondents disagreed, compared to three respondents who agreed, with the statement, “Participation in this group has increased my knowledge of public safety communication issues in Wisconsin.”
  - Three respondents disagree, compared to two respondents who agree, with the statement, “This group is unnecessary.”
- The Southwest Region, overall, is reporting relatively positive attitudes despite the lack of participation and engagement in this group. The group met once in 2012 and attempted to meet twice in 2013 but could not convene a quorum. A few notable exceptions include:
  - More respondents disagree than agree with the statement, “This group meets often enough to maintain momentum and progress.”
  - Many more respondents agree than disagree with the negative comment, “This group is less productive than other groups I have experienced.”
- The Southeast Region reports an overall positive attitude, with a few exceptions:
  - A similar number of respondents (2) agree as disagree (3 respondents) with the phrase, “The scope of this group is too narrow.”
  - Three respondents disagree, compared to two respondents who agree, with the statement, “This group is less productive than other groups I have experienced.”
- The Northwest Region reports an overall positive attitude, except for the following:
  - Three respondents agree, compared with only one who disagrees, with the negative comment, “This group is less productive than other groups I have experienced.”

- The same number of respondents agree as disagree with the statement, “The work accomplished by this group is adequately accomplished by other groups, making it redundant.”

**I.3.3 Knowledge/Awareness of Chartered Responsibilities (i.e., committee scope)**

**Description:** Sixty nine (69) total respondents identified some affiliation with the RSICs. When given a series of six statements and asked which statements described the responsibility of the RSIC as currently chartered, respondents answered correctly, on average, 66% of the time. The minimum score was 33% and the maximum score was 100%. Respondents who identified themselves as appointed members of the group answered correctly 67% of the time. Respondents who identified themselves as non-members answered correctly, on average, 65% of the time.

This data indicates that stakeholders are not fully familiar with the defined scope of the RSIC. The data shows that members of the group are more familiar with their chartered responsibilities than non-members, pointing to a messaging and outreach issue beyond the RSIC.

Some regions performed better on the knowledge test than other regions did. A breakdown of knowledge scores by region follows:

Region	Average	Minimum	Maximum
<b>Southwest</b>	69%	33%	83%
<b>Southeast</b>	63%	33%	83%
<b>Northwest</b>	65%	50%	67%
<b>Northeast</b>	72%	67%	100%
<b>East Central</b>	65%	33%	83%
<b>West Central</b>	58%	33%	67%

**I.3.4 Content of Existing Governance Documents**

**Description:** A review of the proposed governance documents for the regional groups revealed the following notable issues:

- Most Regional Council by-laws are basically identical but are, for the most part, complete and comprehensive.
- There really is no mission statement for these groups. Current mission statements list actions as the “mission”, but they are more consistent with the “activities” sections of the charters for the other groups.
- There are no vision statements for these groups contained in the charters or by-laws.
- While membership is listed in the various charters/by-laws, it does not establish a formal written authorization process by which the various member entities formally authorize their representatives.
- These groups allow for teleconference voting but do not require that any verbal vote be confirmed by an email later sent to the Chair.
- The Southeast and Northwest Regions are unique in that they have a Chair, Vice-Chair and 2nd Vice-Chair in their officer ranks.
- Some regional by-laws retain template text. Specifically, the by-laws of the Northeast and West Central regions retain boilerplate text that states “Adoption

of the original by-laws was made at a future meeting of the [region] upon a majority roll call vote of those present.” The by-laws of the East Central Region retain similar boilerplate text that states “Adoption of the original by-laws shall be made at a future meeting of the [region] upon a majority roll call vote of those present”.

#### **I.4 Open Ended Question Responses**

The online survey provided respondents with an opportunity to answer open-ended questions regarding the RSIC. Those questions and answers are provided here<sup>15</sup>.

##### **What changes would you make to improve the RSIC?**

- Southeast
  - Fewer ‘figure-head’ appointees. Replace with real radio users.
- East Central
  - Disband.
  - Have not participated due to ongoing dispatch and mobile computing implementation. I would like to participate more in the future.
- West Central
  - More outreach to affected regions and agencies.
- Southwest
  - Regular meeting dates/times. Receive actual copies (electronic) of documents, including DRAFT documents.
  - Some of the issues with meeting is that these are open meetings and need a quorum to conduct business. Holding a meeting and not having quorum leads to a feeling of failure due to the inability to conduct any business. I openly ask if the regional council need to conduct any official business or if they should just be having informational sessions and bring the data collected to the SSIG for official action.
- Northwest
  - Better refreshments at the meetings.
  - Provide history of....so entry level personnel have a timeline/background in which to make meaningful contributions to future projects.
- Northeast
  - The meetings are too focused on report outs. I'd like the group to take on more tangible projects that benefit all counties in the RSIC. Information sharing is good, but a committee needs to do more.

##### **In your opinion, what is the MOST valuable aspect of the RSIC?**

- West Central
  - Coordination of agencies and systems for inter-agency communication.
- Southwest

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<sup>15</sup> Open-ended survey responses were edited for typographical errors, grammatical errors impacting clarity, and personally identifiable information. Any comments directed at or about single individuals were provided separately to the assessment POC.

- Single point of contact for local questions.
- Northwest
  - Informing all groups of what is out there and when and how we are to use it.
  - It gets agency representatives together to discuss interoperability in the region and what is going on in the state.
  - Peer networking.
  - Standards for interoperability.
- Northeast
  - Brings the stakeholders regarding radio communications together in one meeting.

**In your opinion, what is the LEAST valuable aspect of the RSIC?**

- East Central
  - Functionality.
- Southwest
  - Seem to meet to discuss the same thing at every meeting.
- Northwest
  - Too far removed from volunteers who use it.
  - Using anything less than 800 MHz when most surrounding states are using it.

**What barriers, if any, keep the RSIC from being more effective?**

- East Central
  - Lack of a clear, viable, and accepted mission.
- West Central
  - Not enough funding from the State of Wisconsin.
- Southwest
  - Difficulty in getting quorum and the balance of participation in the council versus home agency needs.
- Northeast
  - Meeting times. More my problem, I work days when the meetings are.

**What responsibilities do you see the RSIC tasked with in the future?**

- West Central
  - Regional coordination of communications.
- Northwest
  - Public Safety Wireless Broadband.

**Please provide any additional comments that you have about the RSIC.**

- Northwest
  - I believe that bringing back the dead trunking system is a waste of time and money. Bordering states are using newer technology that we should use as well in order to communicate effectively.

## **I.5 Overall RSIC Recommendations**

In total, data compiled from targeted phone interviews, the online survey, and additional document/proposed legislation reviews, OEC/ICTAP has identified the following recommendations for the RSIC:

1. Retain the RSICs as the regional-level governance structures in Wisconsin.
2. Designate the SWIC as the official RIC representative to the IC.
3. Update each RSIC charter/by-laws to more specifically represent the efforts/concerns of that region. Ensure each region documents a vision and mission statement for their RSIC, documents RSIC membership requirements, and an appointment, vetting and approval process for members.
4. Investigate additional state and/or federal funding options to sustain RSIC and RIC efforts. Provide funding for members to attend group meetings and to engage in group tasking, as needed.
5. Develop consistent outreach efforts from each RSIC to their regional stakeholders to encourage participation and engagement in interoperability efforts.

## **Appendix J Acronyms & Abbreviations**

<b>Item/Acronym</b>	<b>Definition</b>
DHS	Department of Homeland Security
DOJ	Department of Justice
DOT	Department of Transportation
EMS	Emergency Medical Services
IC	Interoperability Council
ICSG	Interoperable Communications Standards Group
ICTAP	Interoperable Communications Technical Assistance Program
LMR	Land Mobile Radio
MFCG	Mutual Aid Frequency Coordinating Group
NG9-1-1	Next Generation 9-1-1
NGO	Non-governmental Organization
NPSBN	Nationwide Public Safety Broadband Network
OEC	Office of Emergency Communications
OJA	Office of Justice Assistance
PSAP	Public Safety Answering Point
PSC	Public Service Commission
PSWBG	Public Safety Wireless Broadband Group
PSWBN	Public Safety Wireless Broadband Network
RIC	Regional Interoperability Coordinator
RSIC	Regional SCIP Implementation Council
SASIC	State Agency SCIP Implementation Group
SIGB	Statewide Interoperability Governance Body
SCIP	State Communications Interoperability Plan
SLIGP	State and Local Implementation Grant Program
SPOC	Single Point of Contact
SSIG	Statewide SCIP Implementation Group
SSMG	Statewide System Management Group
SWIC	Statewide Interoperability Coordinator
WEM	Wisconsin Emergency Management
WISCOM	Wisconsin Interoperable System for Communications