

BayRICS
JOINT POWERS AUTHORITY
BOARD OF DIRECTORS MEETING
PLANNING COMMITTEE REPORT

MEETING DATE:

Thursday April 10, 2014

AGENDA ITEM:

Item 8 - BayRICS Planning Committee Report: April 2014

RECOMMENDATIONS:

Provide Direction to the Committee by Adopting One of Two Alternative Committee Recommendations

I. SUMMARY OF RECOMMENDATIONS

At the January 9, 2014 meeting, the BayRICS Board established an *ad hoc* Planning Committee to develop recommendations for a three-five year strategic plan for BayRICS, in response to the termination of the BOOM Agreement and loss of grant funding for the BayWEB project. This report provides an update on the Committee's work and proposed recommendations for the Board's consideration.

The Committee did not reach unanimous agreement on a short-term plan for Fiscal Year 2014-2105 for BayRICS. Therefore, the Committee has developed two alternative recommendations, based on majority and minority positions of the Committee members. To complete the strategic planning process, the Committee seeks direction from the Board on the best path forward.

Majority Recommendation: Refocus efforts on short-term regional communications initiatives and FirstNet planning for the 2014-2015 Fiscal Year, while continuing to assess long term options. Reduce member fees to \$7,000 for 2014-2015. Tap a portion of reserve funds to cover administrative costs, FirstNet planning activities and administration of UASI grants for P25 coordination and BayLoop maintenance through 2015. This alternative is favored by Committee members who believe that BayRICS can meet short-term needs of the region related to the development of P25 system operating procedures. Staff recommends this alternative because many proposed decisions, requests for comments and other important FirstNet planning activities will take place over the next 12 months and BayRICS will need to maintain the operational resources to provide coordinated and informed responses.

Minority Recommendation: Develop a plan to scale-back or suspend operations until FirstNet deployment commences and local governance functions are required, then ramp the JPA back up. No member fees for 2014-2015. Keep reserve funds for use when FirstNet begins deployment. This alternative is favored by members who see less value in continuing activities that support P25 coordination and BayLoop, and believe that the more prudent course is to suspend operations until a demonstrated need arises for regional decision-making for FirstNet.

Based on the majority recommendation, the Committee also began to develop a strategic plan, including a draft mission statement and strategic goals, included in Section IV. Staff has also developed a draft FY 2014-2105 budget based on the majority approach (See separate agenda item). However, if the Board adopts a different path forward, the Committee will develop appropriate mission, goals and budget to address the alternate approach.

II. COMMITTEE PROCESS, ACTIVITIES, AND FINDINGS

The Board appointed Directors Joe Calabrigo, Lee Ann Magoski and Dennis Smiley, and Alternate Directors Bert Hildebrand and Michelle Geddes to the Committee. Committee activities were facilitated by General Manager Barry Fraser. The Committee held meetings and conducted other information gathering activities, which led to the development of the proposed recommendations. These activities are summarized below.

1. Committee Goals and Key Questions

The Committee used the following goals and questions to frame the in-meeting discussions and related activities.

Committee Goals
<ul style="list-style-type: none"> • Develop a “Mission Statement” or similar statement that describes what BayRICS wants to accomplish. • Identify and evaluate BayRICS’ Strengths, Weaknesses, Opportunities and Threats (SWOT). • Identify BayRICS’ Value-Resource position. • Based on these assessments, develop specific, measurable 1-year operating objectives and 3-5 year strategic goals (<u>or</u> propose plan for Agency dissolution or suspension of operations). • Align resources and budget with the 1-year objectives. • Identify new funding and value opportunities for BayRICS
Questions for the Committee
<ol style="list-style-type: none"> 1. Should BayRICS: <ol style="list-style-type: none"> a. Continue current operations without change b. Develop a plan for scaling back operations c. Suspend operations until a later date, or d. Dissolve the JPA? 2. At what level should we set annual member fees for FY 2104-2015? 3. What level of staffing is necessary to maintain administration and operations over the next 1-2 years? 4. What challenges would arise if we cut back operations now and then ramp back up in the future when needed for FirstNet deployment? 5. Should BayRICS focus more efforts on actively pursuing additional projects or responsibilities? What would be the nature of those projects? 6. Should BayRICS focus more efforts on actively pursuing new funding opportunities? 7. What is the best use we can make of our ~\$400,000 in reserve funds?

The Committee focused attention primarily on Questions 1-4 and Question 7. These questions helped us focus on key issues and identify and refine the alternate viewpoints about the future of BayRICS, which led to the development of two alternative recommendations.

2. Committee Meetings

The Committee held two meetings via conference call and additional one-on-one conversations with GM Fraser. At the first meeting, held on February 13, the Committee briefly reviewed the goals, objectives and planning tools previously distributed to the group. GM Fraser reported that, from an operations standpoint, the JPA could operate without any additional funding for the next 20-24 months, but at that point reserve funds would be exhausted. One question that must be resolved soon is the amount of the member fees to be assessed for 2014-2015 (due July 1, 2014). The Committee spent most of the call discussing the JPS's strengths, weaknesses, opportunities and threats (SWOT), and reached consensus on several SWOT indicators.

GM Fraser took the SWOT discussion results and developed proposed goals for leveraging strengths and opportunities to address weaknesses and minimize threats. One strategy focused on addressing the perception of relevance and value of BayRICS to the Bay Area.

The second Committee meeting took place on March 13. Committee members reported back from their polling of stakeholders on preferred alternatives and acceptable levels for the member fee for FY 2014-2015. The Committee also discussed the proposed strategic goals. Director Hildebrand volunteered to develop a draft mission statement for review by the Committee. The Committee agreed to submit a report on their progress to the full Board at its April 10 meeting.

3. Strengths, Weakness, Opportunities and Threats (SWOT) Analysis

The Committee conducted a SWOT analysis and developed a consensus on several SWOT indicators, summarized in the Table on the following page.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Technical and Policy Expertise of Staff and Technical Advisory Committee • ~2-Year Cash Reserve • Grant Funding for Voice Interoperability and BayLoop through Dec. 2015 • Strong Relationships with Regional Public Safety Stakeholders • Strong Relationships with State (CalFRN) and FirstNet (PSAC, Lease Negotiations Experience) 	<ul style="list-style-type: none"> • Disconnect between the JPA and its Principal Purpose • “Ahead of Its Time” – Optimal Value May Not Become Apparent for Several Years • High Ratio of Salaries/Benefits to Overall Administrative Budget • Sustainability - No Guaranteed Funding Beyond 2015 • Actual costs to maintain and upgrade existing systems are not visible or apparent to jurisdictions • Loss of historical perspective with Board turnover
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Current Need for Interoperable Voice Network Coordination • Current and Future Need for Regional Planning, Governance and Management for FirstNet Data Network • Initial Work Accomplished on BayWEB • Initial Work Accomplished to Create a Regional Governance Entity • Bay Area has Unique Characteristics that make It a Prime Candidate for an Early Build Project • Period of time (limited) to demonstrate our value 	<ul style="list-style-type: none"> • Perception of Relevance (Is BayRICS Necessary?) • Competition for Funding Resources • State Delays • FirstNet Delays • Sustainability

These SWOT indicators were used primarily to develop the strategic goals discussed in Section IV below.

4. Informal Member and Stakeholder Surveys

Staff and Committee members held meetings and calls with BayRICS directors, members and stakeholders to gauge preferences regarding the alternatives discussed in Committee meetings. Through these discussions, the distinctions between the majority and minority positions became more focused and apparent. Responses to these informal surveys generally tracked the majority and minority positions of the Committee, with a majority of members surveyed supporting the Majority Recommendation, and a minority voicing preference for the Minority Recommendation.

III. COMMITTEE RECOMMENDATIONS

Based on results of these activities and on the robust discussion of key questions during the initial meeting, two possible alternatives were initially proposed by the Committee:

Alternative One: Continue current operations without change. Retain ~\$25,000 fee levels for 2014-2015.

Only one Committee member expressed strong support for this alternative. This alternative was ultimately tabled because of concerns that it might cause a significant number of members to withdraw from the JPA.

Alternative Two (Majority): Refocus efforts on short-term regional communications initiatives and FirstNet planning for the 2014-2015 Fiscal Year, while continuing to assess long term options. Reduce member fee to \$7,000 for 2014-2015. Tap a portion of reserve funds to cover administrative costs, FirstNet planning activities and administration of UASI grants for P25 coordination and BayLoop maintenance through 2015.

A majority of committee members expressed support for this alternative. This alternative is favored by members that currently support BayLoop and/or are developing P25 systems and have expressed the need for P25 coordination procedures as these new systems go live.

Staff also recommends this alternative because many important FirstNet planning decisions will be made over the next 12 months, and BayRICS will need to provide coordinated and informed response to those decisions. For example, FirstNet recently announced that it will be providing public comment opportunities on a number of key network technology and business plan elements over the next few months, and that initial consultation packages will be provided to the State by the end of April, with the consultation process beginning as early as July. In addition, some FirstNet Board members recently indicated that they would like to see additional early pilot projects go forward. BayRICS should maintain the operational resources to adequately respond to these activities on behalf of the region.

Over the past three years, BayRICS has forged strong relationships, secured key positions on influential groups such as CalFRN and PSAC, and developed a strong name recognition factor among FirstNet decision-makers. This positioning provides a one-time opportunity for BayRICS to provide members with detailed information not readily available to the general public, and to favorably influence FirstNet planning on network elements essential to public safety. Staff believes that this alternative will ensure that the Bay Area maintains and strengthens these unique advantages over the next 12 months.

Alternative Three (Minority): Develop a plan to scale-back or suspend operations until FirstNet deployment commences and local governance functions are required, then ramp the JPA back up. No member fees for 2014-2015. Keep reserve funds for use when FirstNet begins deployment.

A minority of committee members expressed support for this alternative. These members see less value in continuing activities that support P25 coordination and BayLoop, and believe that the more prudent course is to scale back operations until a demonstrated need arises for regional decision-making for FirstNet. Some members who are not deploying P25 systems and are not served by BayLoop see less value in advancing these initiatives regionally. Other members believe the best course of action in light of FirstNet uncertainty is to scale back operations and expenses until a time when JPA may be needed for governance and local control when the FirstNet system is deployed.

IV. PROPOSED MISSION STATEMENT, STRATEGIC PLAN AND FY 2014-2015 BUDGET

The Planning Committee was tasked with the development of a three-five year strategic plan for BayRICS. However, until the Board can provide guidance as to which path BayRICS should take, strategic planning cannot be completed with any certainty.

The Committee did complete a substantial amount of work toward the development of a strategic plan based on the majority's recommendation. Much of this work was completed before it became apparent that some members preferred an alternative approach.

If the Board adopts the majority recommendation, the following materials could be further developed to complete the strategic planning process. If the Board adopts another alternative path forward, the Committee will develop appropriate mission, goals and budget to address the alternative approach.

1. Proposed Mission Statement

BayRICS Mission Statement

The Bay Area Regional Interoperable Communications Systems (BayRICS) Authority's mission is to support regional coordination of Bay Area interoperable public safety communications systems. BayRICS and its members are focused on cooperatively addressing current and future operational and technical challenges through the shared development, implementation, management, maintenance and governance of standards-based, voice and data communications systems and other advanced information sharing systems and assets (collectively, the "Public Safety Systems") that enhance and improve delivery of emergency services to communities we serve.

The BayRICS Public Safety Systems are targeted for deployment within the counties of Alameda, Contra Costa, Marin, San Francisco, Santa Clara, San Mateo and Sonoma (collectively, the "Bay Area"), to provide seamless regional voice and data communications systems available for all participating public entities and agencies.

Goals/Objectives:

- To create and maintain a local governmental entity to exercise the powers shared in common by its Members to engage in regional, cooperative planning and coordination of governmental services, and to develop the Systems and other communications and data system projects that promote interoperability in the Bay Area or are otherwise consistent with the goals of this Authority.
- To create a structure and process that resolves technical and operational issues in the development, operation and management of such Public Safety Systems.
- To establish and maintain a regional interoperable public safety digital microwave communications system for the Bay Area ("BayLoop"), that supports the Public Safety Systems and connectivity to other local and regional microwave networks and other advanced voice and information sharing systems.
- To cooperatively address the challenges of sustaining and managing

shared interoperability assets and projects specific to voice and data communications, while looking for opportunities to enhance interoperability and increase the effectiveness and resiliency of existing and emerging technologies.

- To comply with all applicable Federal Department of Homeland Security guidelines and Federal Communications Commission (“FCC”) rules to promote national interoperability of the Public Safety System, including the development of the regional, standards-based, multi-vendor Public Safety Systems.
- To provide leadership, technical expertise, and direct assistance to the State and Federal entities related to the planning, deployment and sustainment of a national public safety broadband network (FirstNet).

2. Proposed BayRICS Goals and Strategies



Strategy One:
Develop a Realistic and Stable Funding Plan

- 1. Align member fees with actual value of membership**
 - 1.1. Communicate BayRICS value to members to support member fee structure
 - 1.2. Provide “Value Commitment” incentives to support fee structure
 - 1.2.1. Identify and make commitment to specific accomplishments for 2014-2015
 - 1.2.2. Develop alternative revenue sources and flexible fee structures for future years
- 2. Develop FY 2014-2015 budget to preserve reserves and develop new revenue sources**
- 3. Utilize goals and accomplishments for Strategies Goals 2-4 to develop new revenue and value opportunities**
 - 3.1. Develop P25 and BayLoop success stories to support continued funding
 - 3.2. Explore other grant and funding opportunities
 - 3.3. Expand membership base
- 4. Investigate partnerships with other regional entities (e.g. EBRCSA, SVRIA) to share costs and coordinate regional projects**
- 5. Develop long-term (3-5 year) funding strategy**

Strategy Two:
Bridge the Voice-Data Communications Gap

- 1. BayRICS has secured limited grant funding to enhance regional voice interoperability with P25 Fleetmap coordination and BayLoop capabilities assessment.**
 - 1.1. Coordinate with and assist San Mateo County with current (2014) Phase 1 and Phase 2 tasks
 - 1.2. Complete transfer with San Mateo County of P25 and BayLoop Phase 3 tasks by January 2015
 - 1.3. Successfully complete Phase 3 tasks in calendar year 2015
 - 1.3.1. Meet/exceed all project milestones and goals
 - 1.3.2. Coordinate training and exercise of regional capabilities developed under Phase 3 (2105 Urban Shield?)
 - 1.3.3. Communicate the successful project completion to stakeholders
 - 1.3.4. Determine next steps, including self-sustainment plan, for both initiatives
- 2. Position BayRICS to oversee the implementation of future advances in public safety communications technology**
 - 2.1. Draw on TAC expertise to develop “technology roadmaps” for regional public safety
 - 2.2. Maintain relationships with national organizations to monitor new technology advances and communicate important developments to stakeholders
 - 2.3. Evaluate and make recommendations to members and stakeholders regarding new technology
- 3. Position BayRICS to lead the region through the voice and data convergence transition**
 - 3.1. At some point in the future there will be a convergence of public safety voice and data communications technologies into one combined network and service
 - 3.2. It may be a 10-15 year process, but the process is already beginning
 - 3.3. BayRICS and TAC should develop a roadmap for the transition over the next 2 years
 - 3.3.1. Share information and educate members
 - 3.3.2. Identify members needs and requirements
 - 3.3.3. Develop converged services requirements, standards and policies

**Strategy Three:
Guide State Efforts to Plan for FirstNet**

- 1. Leverage BayRICS expertise and experience to deploy FirstNet *first* in the Bay Area**
 - 1.1. Continue activities to preserve work accomplished on BayWEB for future network deployment
 - 1.1.1. Site availability update
 - 1.1.2. Information assessments from members
 - 1.1.2.1. User counts
 - 1.1.2.2. Application needs
 - 1.1.2.3. Device planning and procurement
 - 1.1.2.4. Terms and conditions for FirstNet site use and service agreements
 - 1.2. Take a leadership role on CalFRN Board
 - 1.2.1. Work with State and Federal leadership to take the lead in planning and oversight for future State/FirstNet deployment.
 - 1.2.2. FirstNet Prep Workshop
 - 1.2.3. Outreach and presentations to city/county stakeholders in other areas of the state
- 2. Continue to share lessons learned and best practices to State and Federal stakeholders**
- 3. Communicate our accomplishments in leading these efforts as part of Strategy Four**

**Strategy Four:
Communicate the Value and Benefits of Interoperability**

- 1. Develop Strong and Positive Message Presentation**
 - 1.1. Communicate the vision of regional interoperability
 - 1.1.1. Regional incidents demonstrate need for regional response planning
 - 1.1.2. Benefits of regional coordination and oversight
 - 1.2. Communicate capabilities of BayRICS to address regional interoperability needs and provide benefits for the Bay Area:
 - 1.2.1. BayRICS is a model for oversight and coordination of regional communications systems
 - 1.2.2. BayRICS assumes many of the regional costs of system maintenance and coordination
 - 1.2.3. BayRICS has demonstrated that it can facilitate cooperation and minimize political differences
 - 1.2.4. BayRICS can leverage regional scope and scale of services to reduce costs and add value
 - 1.3. Communicate the advantage of reasonable member fees that can spread the costs for overhead and administration for a wide range of regional programs
 - 1.4. Communicate BayRICS accomplishments to date to demonstrate value to members
 - 1.4.1. Strong relationships with regional public safety stakeholders, state and federal partners
 - 1.4.2. Pooled technical and policy expertise provides support for both voice and data network oversight
 - 1.4.3. Targeted and responsible use of grant funding to pay only direct program costs, without excessive or redundant overhead or administrative costs
- 2. Send the Message**
 - 2.1. Outreach to members and non-members
 - 2.1.1. Individualized meetings with members
 - 2.1.2. Outreach plan for non-member jurisdictions
 - 2.1.3. Regional association and group presentations

- 2.1.4. Work group meetings
- 2.1.5. Fact sheets
- 2.1.6. Email and web communications
- 2.2. Special events
 - 2.2.1. TAC technology demos
 - 2.2.2. Vendor showcases
 - 2.2.3. OEC FirstNet Prep Workshop
 - 2.2.4. Training and exercise participation
- 3. Reinforce the Message**
 - 3.1. Create results
 - 3.1.1. P25 and BayLoop coordination
 - 3.1.2. FirstNet State planning/consultation
 - 3.2. Promote our successes
 - 3.2.1. Outreach and special events
 - 3.2.2. Lessons learned and best practices for State and FirstNet