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## EXECUTIVE SUMMARY

CDI-Infrastructure, LLC (a Delaware Limited Liability Company) d/b/a L.R. Kimball respectfully submits this report and recommendations for interoperability governance for the Southeast Michigan (SEMI) Urban Area Security Initiative (UASI) region.

Pursuant to L.R. Kimball's contract with the SEMI UASI, this report:

- Describes the existing interoperability governance structure in the region
- Makes recommendations for a Governance Charter by the SEMI UASI Board to formally establish a SEMI UASI Interoperable Communications Committee (ICC)
- Sets forth a draft charter that can be used by the SEMI UASI Board to establish and charge the ICC with the duties and responsibilities to provide interoperability governance within the UASI region

In October 2010, SEMI UASI contracted L.R. Kimball to conduct an assessment of the existing governance for the public safety communications systems within the region and to make recommendations for improving interoperability governance.

L.R. Kimball was tasked with developing a draft charter that establishes the SEMI UASI ICC as the governing committee for interoperable communications in the region, using the Department of Homeland Security (DHS) SAFECOM program template.

One of the goals of any emergency communications system is to provide interoperability for emergency response personnel. This is a critical element of any strategic plan for a public safety communications system. DHS has set forth standards and goals to be used by state and local governments in planning and designing interoperable communications systems.

SAFECOM is a federal program that provides research, development, testing and evaluation, guidance, tools, and templates on communications-related issues to local, tribal, state, and federal emergency response agencies working to improve emergency response through more effective and efficient interoperable wireless communications. SAFECOM developed an interoperability model consisting of an Interoperability Continuum that sets goals in five elements considered essential to achieving effective interoperable communications.

DHS has provided guidance for the establishment of interoperability governance bodies at the state, regional and local levels. Governance structures provide the framework in which stakeholders can collaborate and make decisions that represent a common objective. It has become increasingly clear to the emergency response community that communications interoperability cannot be solved by any one entity; achieving interoperability requires a partnership among emergency response organizations across all levels of government. The SAFECOM approach to governance calls for identification of the key constituencies from all jurisdictions and disciplines that have a stake in coordinated communications. This approach helps assure balanced representation.

Based on the evaluation of governance models used in several different localities and states, SAFECOM found that some successful governance models employ three groups and have provisions for administrative support. This three-tiered governance model encourages partnerships with other relevant organizations.

An oversight body or **executive committee**, composed of higher-level administrators with funding authority, should be vested with final decision-making authority. SAFECOM recommends at least one appointed representative and one alternate from each participating jurisdiction or agency.

Leadership will benefit from an **advisory group** that includes an equal number of representatives from each participating jurisdiction or agency. The advisory group should meet regularly. The group can assist the executive committee with prioritizing implementation tasks and developing a roadmap for the future or a project plan.

Temporary, narrowly chartered **working groups** (sub-committees) should be formed for specific tasks, such as conducting research and collecting data. These working groups would have no voting powers and would disband upon the completion of the chartered tasks.

SAFECOM recommends that the governance body develop, agree upon, and document the bylaws it will follow. Written bylaws help guide the governance body's work processes.

L.R. Kimball understands that state-level interoperability governance in Michigan is currently in a state of transition and not well-defined. Assuming a Statewide Interoperability Governing Body (SIGB) is established to provide governance at the state level, the SEMI UASI ICC will need to work in concert with the SIGB to establish policies and procedures consistent with those established for statewide governance.

The existing governance structure for interoperability was developed as a result of the DHS requirement that the SEMI UASI develop a UASI TICP in 2005. From 2003-2005, the Detroit Urban Area was comprised of a core city (Detroit) and a core county (Wayne) by Federal definition. In October 2005, the Michigan State Police Emergency Management and Homeland Security Division (EMHSD), the State Administrative Agency (SAA), coordinated with both urban area jurisdictions to expand the State's definition to include the city of Detroit, Wayne County, Macomb County, Monroe County, Oakland County, St. Clair County and Washtenaw County.

The current Interoperability Committee of the SEMI UASI is a continuation of the same ad hoc group that was assembled by the SEMI UASI in 2005 to develop the required TICP. At that time, the group was charged by the UASI Board to develop the TICP. The only record of the formulation of the committee is presumed to be in minutes of the UASI Board. There is no formal charter or governance document for the committee. The members of the committee have been appointed by their respective county Local Planning Team (LPT). Members reported that this selection method has worked well to ensure representation from all counties and public safety disciplines. There are no current members listed from federal or state agencies.

Members expressed the belief that governance of interoperable communications should remain under the SEMI UASI Board. To establish a new structure apart from the UASI Board would result in needless organizational complexity for the region and separate interoperability governance from the primary source of funding for interoperable communications equipment and programs. L.R. Kimball concurs with this approach, particularly in light

of the fact that no other unifying governmental structure appears to exist under which to organize regional interoperability.

Based on the findings regarding the existing interoperability structure of the SEMI UASI, L.R. Kimball recommends that a more formal governance structure be developed based upon the guidelines provided by DHS. L.R. Kimball's proposed Charter for the ICC using the DHS template is included in Appendix A.

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## 1. BACKGROUND

In October 2010, SEMI UASI contracted L.R. Kimball to conduct an assessment of the existing governance for the public safety communications systems within the region and to make recommendations for improving interoperability governance.

L.R. Kimball was tasked with developing a draft charter that establishes the SEMI UASI ICC as the governing committee for interoperable communications in the region, using the DHS SAFECOM program template. The Governance Charter (Charter) and associated templates for supporting Memoranda of Understanding (MOUs) were to be designed to:

- Define the formal composition of the SEMI UASI Region ICC
- Define the authority and agreements under which the SEMI UASI Region ICC operates
- Establish the SEMI UASI ICC as the oversight authority for establishing interoperability-related grants and funding program priorities and use of these funds
- Establish the agreements supporting regular mandatory communications exercises and exercise reporting, and mandatory communications training to mitigate deficiencies discovered through these exercises
- Define other elements required for completion of a Charter following the current version of the DHS template

The UASI Interoperability Committee formed a sub-committee from within to work interactively with L.R. Kimball in developing the draft Charter.

L.R. Kimball was tasked with writing the draft document, assembling and customizing, as necessary, the relevant MOUs and similar agreement forms and templates supporting the Charter. Upon completion of the draft document based on the inputs of the sub-committee, L.R. Kimball will present the document to the entire committee and provide an electronic copy for review and feedback.

L.R. Kimball was tasked with compiling any feedback and working interactively with the sub-committee to incorporate them into a draft charter. A final complete copy of this plan and the Charter will be provided in both hard copy (eight bound copies) and electronic form to the committee.

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## 2. METHODOLOGY

In order to develop the draft Governance Charter, L.R. Kimball drew upon information gathered from the following project tasks:

- Conducted a county-by-county survey of agency/entity public safety radio communications systems and assets currently in use
- Met with key members of the existing Interoperability Committee to learn about the existing organizational structure and the history of interoperability governance in the SEMI UASI
- Attended a meeting of the Interoperability Committee
- Conducted interviews with the State Interoperability Coordinator
- Conducted interviews and focus group meetings with, and administered written surveys to, emergency responders and public safety communications leaders in the SEMI UASI to identify interoperability gaps and needs
- Reviewed the State of Michigan's Statewide Interoperable Communications Plan (SICP) and the Tactical Interoperable Communication Plans (TICPs) of adjoining regions
- Reviewed existing bylaws of SEMI UASI Board (see Appendix C)

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### **3. DEPARTMENT OF HOMELAND SECURITY PRINCIPLES OF INTEROPERABILITY GOVERNANCE**

#### **3.1 Interoperability Continuum**

In order to understand the importance of interoperability governance, it is helpful to understand the conceptual framework that has been set forth by the DHS for interoperable communications.

One of the goals of any emergency communications system is to provide interoperability for emergency response personnel. This is a critical element of any strategic plan for a public safety communications system. DHS has set forth standards and goals to be used by state and local governments in planning and designing interoperable communications systems. These are also the standards used by federal grant programs to support interoperable communications.

The tragic events of September 11, 2001 clarified the critical importance of effective emergency responder communications systems. The lack of emergency response interoperability is a long-standing, complex, and costly problem with many impediments to overcome.

SAFECOM is a federal program that provides research, development, testing and evaluation, guidance, tools, and templates on communications-related issues to local, tribal, state, and federal emergency response agencies working to improve emergency response through more effective and efficient interoperable wireless communications.

In general, interoperability refers to the ability of emergency responders to work seamlessly with other systems or products without any special effort. Wireless communications interoperability specifically refers to the ability of emergency response officials to share information via voice and data signal on demand, in real-time, when needed, and as authorized. For example, when communications systems are interoperable, police and firefighters responding to a routine incident can talk to one another to coordinate efforts. Communications interoperability also makes it possible for emergency response agencies responding to catastrophic accidents or disasters to work together effectively. Finally, it allows emergency response personnel to maximize resources in planning for major predictable events or for disaster relief and recovery efforts.

Tactical interoperable communications is defined as the rapid provision of on-scene, incident-based mission critical voice communications among all first-responder agencies (emergency medical services [EMS], fire and law enforcement), as appropriate for the incident, and in support of an Incident Command System (ICS).

Technical, financial, and human factors, such as inadequate planning and lack of awareness of the importance of interoperability, all present challenges to interoperability.

SAFECOM developed an interoperability model consisting of an Interoperability Continuum that sets goals in five elements considered essential to achieving effective interoperable communications—Governance, Standard Operating Procedures (SOPs), Technology, Training and Exercises, and Usage. The goals in this continuum have been incorporated into guidelines and requirements for federal funding designated for interoperable communications.





**Homeland Security**

## Interoperability Continuum

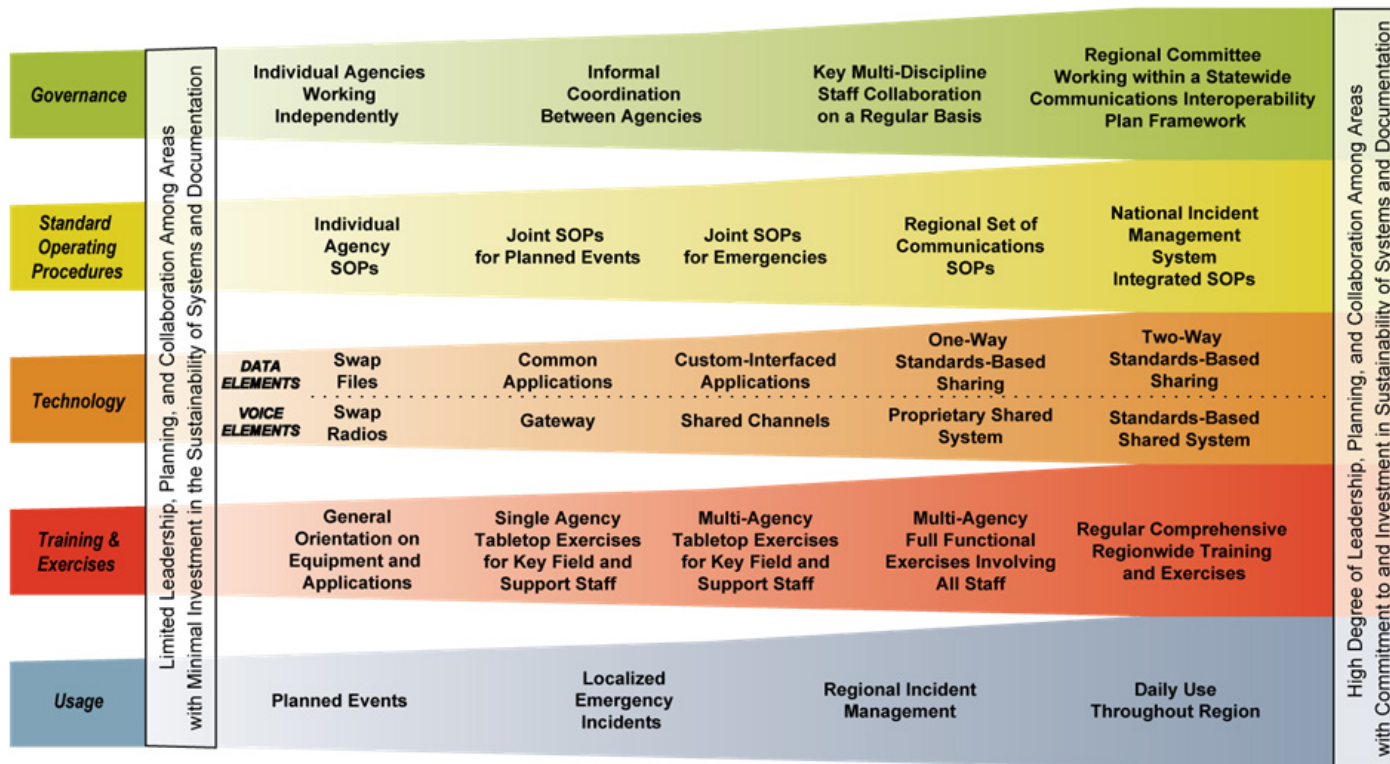


Figure 1 – SAFECOM Interoperability Continuum



SAFECOM's Interoperability Continuum is designed to help the emergency response community and local, tribal, state, and federal policy makers address critical elements for success as they plan and implement interoperability solutions. The Continuum was established to depict the core facets of interoperability according to the stated needs and challenges of the emergency response community and will aid emergency responders and policy makers in their short- and long-term interoperability efforts.

Making progress in all aspects of interoperability is essential as the elements are interdependent. To gain a true picture of a region's interoperability, progress along all five elements of the Continuum must be considered together. For example, when a region procures new equipment, the region should plan training and conduct exercises to make the best use of that equipment.

### 3.2 Governance

DHS has provided guidance for the establishment of interoperability governance bodies at the state, regional and local levels. The following are the general recommendations that DHS has provided for establishing interoperability governing bodies. These guidelines may be tailored to meet the needs of individual jurisdictions.

Establishing a common governing structure for addressing interoperability issues will enhance communication, coordination, and cooperation; and reduce any internal jurisdictional conflicts.

Governance structures provide the framework in which stakeholders can collaborate and make decisions that represent a common objective. It has become increasingly clear to the emergency response community that communications interoperability cannot be solved by any one entity; achieving interoperability requires a partnership among emergency response organizations across all levels of government. As such, a governing body should consist of local, tribal, state, and federal entities as well as representatives from all pertinent emergency response disciplines within an identified region.

The levels of governance identified on the Interoperability Continuum are:

- *Individual Agencies Working Independently*—Lack of coordination among responding organizations
- *Informal Coordination between Agencies*—Loose line-level or agency-level agreements that provide minimal incident interoperability
- *Key Multi-discipline Staff Collaboration on a Regular Basis*—Number of agencies and disciplines working together in a local area to promote interoperability
- *Regional Committee Working within a Statewide Communications Interoperability Plan Framework*—Multi-disciplinary jurisdictions working together across a region pursuant to formal written agreements as defined within the larger scope of a state plan—promoting optimal interoperability

Key elements of the DHS-recommended approach to achieving optimal interoperability governance include:

**Work from the bottom up.** A successful program relies heavily on local and state public safety practitioners for input and guidance as it works to define and put into effect solutions for the interoperability challenge.

**Promote shared decision-making, while maintaining accountability.** Strong leadership and clearly defined roles and responsibilities are essential to achieving an effective balance.

**Promote transparency.** The membership, operations, and actions of the governing body must be clearly articulated and understood, not only within the entity itself, but also among the public.

**Promote sustainability.** It is important to recognize that achieving communications interoperability is a long-term effort. Succession planning and membership rotation should be built into the governance structure.

**Establish and articulate a shared understanding of goals.** A shared vision is the foundation of any effective undertaking, while common goals provide momentum to move forward. Both are essential to any long-term group effort. In the case of interoperability-related governance, the diversity of the disciplines and jurisdictions involved makes agreeing on these common goals even more critical, along with maintaining commitment to them over time.

**Stay flexible.** Because of the complexity of the tasks, it is important to remember that working processes, roles, and responsibilities are likely to evolve over time.

**Establish an oversight body.** Some type of interoperability oversight body may be established to coordinate efforts and provide reports and recommendations to the Governor and State Legislature. The Governor should provide authority for the oversight body under state legislation or through an executive order.

**Seek the strongest possible sponsorship.** Strong sponsorship, at the highest possible level, helps ensure that the governance structure has the necessary authority to govern. The state-level oversight body could be established under a state's homeland security agency or directly under the Governor's Office, with executive sponsorship.

**Identify and secure funding.** SAFECOM recommends that the oversight body of the area or region help identify and obtain a steady stream of funding for local, regional, and state interoperability efforts. This stream of funding may include grants, taxes, bonds, and budget line items. Having a permanent, predictable, and stable statewide source of funding for public safety communications enhances sustainability.

**Actively engage stakeholders.** The governance structure should represent the full range of interests affected by the interoperability challenge. This helps ensure that solutions are responsive to community needs and incorporate diverse perspectives.

**Leverage associations or people authorized to speak on behalf of a larger group.** To effectively seek practitioner input and build support for the decisions made by the governing body, it is often helpful to leverage associations or people who are authorized to speak for a larger group.

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The SAFECOM approach to governance calls for identification of the key constituencies from all jurisdictions and disciplines that have a stake in coordinated communications. This approach helps assure balanced representation. The actual breakdown of the governance membership may be derived in a number of ways.

Ultimately, decisions about who should be included will reflect local political, geographic, and fiscal considerations. However, the optimal governance approach should strive for balance among a variety of organizations, including:

- EMS
- Fire
- Law enforcement
- Emergency management
- Public works
- Public health
- Tribal government, where applicable
- Tribal law enforcement, where applicable
- Disaster relief agencies
- Elected government

### 3.3 Recommended Governance Structure

#### 3.3.1 Characteristics of Successful Governance Models

Based on the evaluation of governance models used in several different localities and states, SAFECOM found that some successful governance models employ three groups and have provisions for administrative support. This three-tiered governance model encourages partnerships with other relevant organizations. A brief explanation of each of these groups is provided below:

An oversight body or **executive committee**, composed of higher-level administrators with funding authority, should be vested with final decision-making authority. SAFECOM recommends at least one appointed representative and one alternate from each participating jurisdiction or agency. The charter should specify how often the executive committee meets; meeting quarterly is the recommended minimum.

Leadership will benefit from an **advisory group** that includes an equal number of representatives from each participating jurisdiction or agency. The advisory group should meet regularly. The group can assist the executive committee with prioritizing implementation tasks and developing a roadmap for the future or a project plan.

Temporary, narrowly chartered **working groups** (sub-committees) should be formed for specific tasks, such as conducting research and collecting data. These working groups would have no voting powers and would disband upon the completion of the chartered tasks.

SAFECOM recommends identifying the entity that will provide staff support, such as assisting with coordination among members and disseminating information to stakeholders, public officials, and the general public.

Applying these general concepts of organizational structure to the SEMI UASI, L.R. Kimball recommends that the SEMI UASI Board function as an oversight body. The SEMI UASI would charter the Interoperable Communications Committee to serve as the governing body for interoperable communications in the SEMI UASI and as an advisory group to the UASI Board. This approach appears the most appropriate given the existing governance structure and the role of the UASI Board in overseeing Homeland Security programs in the region.

### 3.3.2 Characteristics of Sound Bylaws

Early on, SAFECOM recommends that the governance body develop, agree upon, and document the bylaws it will follow. Written bylaws help guide the governance body's work processes; equally as important, they establish accountability for individual members and for the group as a whole. Further, documented bylaws promote transparency by making the governance body's work processes accessible to the communities it ultimately serves. Both accountability and transparency are essential in establishing credibility with the public safety community and the general public. Credibility, in turn, is essential to success.

Written bylaws need not be complex. Such documents typically address two broad topics, discussed below.

**Vision, Mission, Values:** SAFECOM recommends that the oversight body's overall vision and its specific mission be clearly articulated. Vision is a broad statement of the eventual goal; mission defines the governance entity's role in achieving that goal. In addition, it is useful to include a discussion of common values or principles that will inform all aspects of the group's work. These include, for example, a shared commitment to accountability and transparency, a consensus-based approach to decision-making, and an agreement to set aside individual agendas on behalf of the broader goal. Whatever common values are determined by the group, formally documenting them is a useful exercise in bringing members into early agreement. Moreover, as the work evolves, a clear statement of vision, mission, and values establishes both a point of reference and a set of standards to evaluate the effort's progress.

**Operations:** SAFECOM recommends agreeing on and documenting the work processes or operations for the governance body. Clear decision-making and conflict resolution processes for the governance structure ensure the successful development and execution of strategic efforts when multiple agencies, jurisdictions, and disciplines are involved. Transparency in these processes helps build support for their outcomes.

Bylaws should outline how the governance structure will operate. Some key topics that should be addressed for operations include the following:

**Elections.** The method of election for the leadership of the executive committee and advisory group should be determined and specifically described. For example, elections could be held during a meeting of each committee at some pre-determined and publicized date and time (such as the first meeting following the start of the fiscal year).

**Roles and responsibilities.** Each component of the governance body (for example, executive leadership, advisory committees, and working groups) should have a clearly defined role and a specific set of responsibilities. Descriptions should include the extent of authority, frequency of meetings, reporting requirements, membership duties, terms, and limitations.

**Rules of engagement.** The way that the governance body and its components conduct business should be clearly described, including, for example, defining what constitutes a quorum for meetings, the chain of command between the layers of the governance structure, authority for calling and chairing meetings, and other similar procedural issues.

**Voting procedures.** Clear voting procedures are necessary for agency collaboration and conflict resolution. Discussion should include topics such as voting versus non-voting participation, issues requiring different levels of agreement (for example, simple majority, super-majority, unanimity, or consensus), and a procedure for breaking a tie vote.

### 3.3.3 Governance Roles and Responsibilities

In addition to identifying the structure of the governance model, the roles and responsibilities of each component should be identified to ensure transparency and accountability. Suggested roles and responsibilities for each major group component follow.

#### Executive committee or oversight body:

- Adopt executive committee bylaws
- Develop a region-wide plan for achieving public safety wireless communications interoperability
- Leverage resources, where appropriate
- Establish working groups with appropriate representatives from the public safety community to ensure technical issues are thoroughly researched
- Educate and regularly update representatives from the Governor's Office, appropriate legislative committees, and the public regarding the state's interoperability work
- Build relationships at the local, state, and federal levels
- Develop processes to allow associated equipment to be purchased collectively to ensure compatibility and favored pricing
- Develop outcome-based strategic planning
- Develop a recruiting strategy to ensure consistent leadership and participation
- Provide a method to capture lessons learned for future operations
- Review and adjust the governance model, as needed

#### Advisory group:

- Develop and document advisory group operations and working processes
- Review and recommend goals and objectives to the executive committee
- Review and recommend long-range plans to the executive committee
- Recommend adoption and modification of operating policies and procedures to the executive committee
- Translate information and communicate with communities to build support for statewide interoperability efforts

**Working groups:**

- Meet and collaborate in areas of common expertise
- Take on specific assignments, such as research or data collection
- Assist with execution of adopted public safety communications and interoperability projects

Because working groups should be formed on a temporary, as-needed basis, their charters should specify time limits as well as roles and responsibilities.

### **3.3.4 Prioritization of Tasks and Performance Management**

Once implementation tasks are developed, the next step is to establish a shared understanding of performance goals. Clearly stated expectations and measures for success provide governing bodies important tools for collaboration across stakeholder groups. The adoption of performance measures by a governing body sets goals to encourage strategic thinking, promotes a results- or outcome-driven approach, and cultivates productive working relationships across diverse groups.

Once performance measures are developed and agreed upon, it is necessary to construct a formal process to monitor and evaluate performance, suggest revisions, and make necessary, regular adaptations to the strategy at all levels. Improvement of the governance approach, process, and structure cannot occur without regular review, evaluation, and reflection. The establishment of performance measures, and a system of accountability, will help support any governing body in its efforts.

These general recommendations should be modified according to the unique needs and circumstances of a particular locality or state. Ongoing review and adjustment of the governance approach, structure, and process are critical for continuous improvement.

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## 4. FINDINGS

### 4.1 Statewide Interoperability Governance in the State of Michigan

L.R. Kimball understands that state-level interoperability governance in Michigan is currently in a state of transition and not well-defined. Assuming a SIGB is established to provide governance at the state level, the SEMI UASI ICC will need to work in concert with the SIGB to establish policies and procedures consistent with those established for statewide governance.

### 4.2 Existing Interoperability Governance in the SEMI UASI

#### 4.2.1 TICP Governance

The existing governance structure for interoperability was developed as a result of the DHS requirement that the SEMI UASI develop a UASI TICP in 2005.

From 2003-2005, the Detroit Urban Area was comprised of a core city (Detroit) and a core county (Wayne) by Federal definition. In October 2005, the Michigan State Police Emergency Management and Homeland Security Division (EMHSD), the State Administering Agency (SAA), coordinated with both urban area jurisdictions to expand the State's definition to include all of the following jurisdictions:

- City of Detroit
- Wayne County
- Macomb County
- Monroe County
- Oakland County
- St. Clair County
- Washtenaw County

Pursuant to the expanded definition of the urban area, a new governance structure was to be developed in support of the National Priority for Expanded Regional Collaboration. The governing body for the newly created SEMI region would include a working group with responsibility for addressing issues associated with interoperable communications.

At that time, the TICP indicated that a regional planning board for Homeland Security would be formed. All Homeland Security issues in the Detroit UASI, including the expenditure of grant funding toward interoperable communications would be managed by the UASI Board. The SEMI UASI Board would be tasked with the development of responsibilities of the subcommittee that oversees interoperable communications issues. These activities would be consistent with other efforts being undertaken in the state of Michigan.

An ad hoc committee comprised of emergency management coordinators and technical communications personnel from state agencies and all urban area jurisdictions was formed to develop the plan and associated policies and



address any issues associated with them. The Michigan State Police EMHSD took the lead in the coordinating this effort by virtue of receiving the grant from DHS.

Responsibilities of the ad hoc working group included data collection, analysis of current policies, analysis and development of procedures for achieving communications interoperability, updating and maintaining the TICP to reflect current interoperable communication conditions and that agency and points of contact are accurate on a semi-annual basis, and determining solutions for future issues as related to the overall effort.

At the time of the TICP development, there was no set schedule for regular meetings of the governing body. The ad hoc working group met every other month to discuss progress toward the final TICP.

#### **4.2.2 DHS Interoperability Assessment**

DHS issued a report in 2007—Tactical Interoperable Communications Scorecards Summary Report and Findings, January 2007 —assessing the maturity of tactical interoperable communications capabilities in 75 urban/metropolitan areas. These scorecards were developed by subject matter expert panels that reviewed documentation on current communications plans, exercises, and a self-assessment to arrive at consensus findings and recommendations for each region on how to best improve that region's communications capabilities. These scorecards and recommendations were distributed directly to each urban/metropolitan area to focus their regional efforts to improve tactical interoperable communications. DHS also indicated that the scorecards would be used to focus technical assistance programs and target specific areas of improvement in communications interoperability.

On the element of governance, DHS scored the SEMI UASI as "Intermediate Implementation," which was defined as "Some formal agreements exist and informal agreements are in practice among members of a decision making group; regional strategic and budget planning processes are beginning to be put in place."

DHS reported that the SEMI UASI Interoperability Committee had recently been established to address specific communications interoperability in the urban area. After initially working to develop the TICP, the group was formalized in October 2006 and began meeting regularly in November 2006. The report indicated that the urban area was making an effort to prioritize interoperable communications (e.g., developing and maintaining budgets and procuring communications equipment with consideration for interoperability) and had formal partnerships among organizations, yet lacked formal, documented interoperability agreements outside of the TICP. Beyond the UASI's efforts in creating the TICP, DHS found that the TICP did not indicate that a regional strategic plan focusing on interoperable communications existed, except in the early planning stages. Funding for interoperable communications was reported to be a high priority locally and organizations made their procurement decisions with consideration for region-wide interoperability. However, the majority of funding was reported to be based on federal grants and therefore did not address recurring costs for equipment operations, maintenance, and improvements. DHS observed that the Interoperability Committee must have the ability to work with high-level leadership who would be able to provide continued fiscal and political support for interoperable communications throughout the UASI. The DHS report made the following recommendations:

- Continue to meet regularly, include all agencies participating in public safety efforts in the UA, and define roles and responsibilities

- Document and formalize the necessary agreements (e.g., MOUs), including local, state, and federal partnerships, to achieve regional communications interoperability goals
- Develop a strategic plan with long-term interoperability goals (beyond the operational focus of the TICP), with participant approval, adoption, and acceptance
- Align local and state strategic planning efforts to ensure that regional interoperability needs are met
- Initiate the development and implementation of a regional approach to long-term (e.g., three to five years) interoperability planning and sustainable funding
- Consider the direct involvement of a high-level official, with political and fiscal authority, to specifically advocate for and focus on communications interoperability issues; consider establishing a direct line of communication among local and state agencies to promote consensus advocacy.

#### **4.2.3 Current Status of the Interoperability Committee**

The current Interoperability Committee of the SEMI UASI is a continuation of the same ad hoc group that was assembled by the SEMI UASI in 2005 to develop the required TICP. At that time, the group was charged by the UASI Board to develop the TICP. The only record of the formulation of the committee is presumed to be in minutes of the UASI Board. There is no formal charter or governance document for the committee. However, the SEMI UASI Board bylaws do provide general rules for membership, voting, operating procedures, and staff support. While there has been turnover in the membership of the group since its inception, the core group of members has largely remained the same. Members of the group recognize the need for a more formal governance structure to clearly define the roles and responsibilities of the committee.

The members of the committee have been appointed by their respective county LPT. Members reported that this selection method has worked well to ensure representation from all counties and public safety disciplines. It was noted that there were no current members listed from federal or state agencies. However, L.R. Kimball was advised that federal and state agencies were not precluded from participation on the committee and have participated on the committee in the past.

Members expressed the belief that governance of interoperable communications should remain under the SEMI UASI Board. To establish a new structure apart from the UASI Board would result in needless organizational complexity for the region and separate interoperability governance from the primary source of funding for interoperable communications equipment and programs. L.R. Kimball concurs with this approach, particularly in light of the fact that no other unifying governmental structure appears to exist under which to organize regional interoperability. The current bylaws of the SEMI UASI Board provide for the appointment of Investment Committees, one of which is the existing Interoperability Committee. The proposed Charter of the ICC incorporates existing provisions of the SEMI UASI Board bylaws that govern committees of the Board.

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## 5. RECOMMENDATIONS

Based on the findings regarding the existing interoperability structure of the SEMI UASI, L.R. Kimball recommends that a more formal governance structure be developed based upon the guidelines provided by DHS. L.R. Kimball developed a proposed Charter for the ICC using the DHS template.

### 5.1 Proposed SEMI UASI Interoperability Governance Charter

DHS has provided an outline for a charter for an interoperability governance group that may be used to formally establish an interoperability governing body. The charter document describes the reason the group exists and establishes the ground rules of operation. It provides clarity and aligns a diverse group with a common purpose. It is important to understand that this is a draft document that can be edited by the UASI Board and key stakeholders. When creating a charter, the group must agree upon key issues that determine how the group can best achieve its desired objectives. Issues include:

- Purpose
- Vision
- Authority
- Outcomes or deliverables
- Project scope
- Operating principles or decision-making process
- Membership
- Management
- Logistics

#### 5.1.1 Sections of the Governance Charter

DHS's explanation of the recommended sections to be included in a governance charter follows.

##### 5.1.1.1 Purpose

When writing the purpose of the charter, communicate the committee's goals. The purpose section should explain who is establishing the committee (agencies, jurisdictions, etc.) and why. The problem statement and challenges facing the committee can also be addressed. Other content to consider includes:

- Why does this committee exist?
- What are its goals?
- What would happen if this committee failed to exist?
- What would happen if its goals were not met?
- How will the group work together as a partnership?
- How will each individual agency and jurisdiction keep a regional focus?
- For a regional committee, how will projects currently underway in each jurisdiction align to a regional plan?
- Who does the group represent?

- How will the stakeholders be heard?

### 5.1.1.2 Authority

This section lists any legal directives or funding sources that give authority to the chartered group to perform its prescribed tasks. This section should offer a brief description of the chain of command when the committee submits policies or proposals for review, and who is authorized to act upon the committee's behalf. Other content to consider includes:

- What is this committee empowered to do and under whose authority?
- To what body or office will this committee submit its policies, plans, and projects for approval?
- What recommendations can be made by this committee and to whom?
- What sources of funding will this committee identify for its projects? How will this be done?
- Will the members of this committee be empowered by their jurisdiction or region's chief executive officer to act on behalf of the entire jurisdiction or region (for committee voting purposes) regardless of discipline or rank?

Based on L.R. Kimball's review, the SEMI UASI Board appears to be the only unifying organizational structure under which to assign regional interoperability governance at this time.

### 5.1.1.3 Outcomes

This section describes committee objectives and implementation of these objectives. Objectives should be ambitious, but realistic. When possible, the committee's objectives should be quantifiable so effectiveness and progress can be measured.

Will the committee:

- Conduct an assessment to better understand the current baseline of communications interoperability in the region?
- Form working groups around issue-specific tasks? What will their objectives be? How will they be held accountable?
- Develop a Communications Interoperability Strategy and Spending Plan?
- Manage implementation of a Communications Interoperability Plan or will it be passed off to another responsible party for implementation?
- Be responsible for creation of the best practices, policies, procedures, and protocols for communications interoperability and incorporation of these into existing regional interoperability agreements?
- Ensure the training of key communications personnel? How will training be made available?
- How will the success be defined? Are there short- and long-term goals?

### 5.1.1.4 Scope

This section identifies the different areas that may need to be taken into account to enhance communications interoperability. It is important to note that scope may vary across states or regions. Additionally, not all of these elements must be addressed by a state or region at one time. Most interoperability efforts require a phased

approach that include some areas in the initial effort and include other areas as progress is made and interoperability is enhanced.

### Government

Will this committee:

- Work toward identifying initiatives that improve regional/statewide public safety communications interoperability?
- Work with federal and state agencies to prevent duplication of effort?
- Coordinate procurement decisions?
- Ensure that the recommendations in the state or other existing regional interoperability plans are being addressed?
- Coordinate with various multi-regional organizations and keep these organizations updated on the committee's actions?
- Address regional organizations that are not directly funded by homeland security grants and identify ways to coordinate activities through sharing of resources or technologies?
- Educate public officials to increase awareness and ensure the success of communications interoperability initiatives?

### Inclusion

- Which disciplines/agencies will be included in the initial phase of the effort?
- Which disciplines/agencies will be included in future phases as progress is made?

### Level

- Which levels (command, tactical, etc.) will be included in the initial phase of the effort?
- Which levels will be included in future phases as progress is made?

### Function

- Will this committee address equipment and technology (equipment procurement and maintenance) as well as utilization and operational components (authorization, SOPs, Incident Command, and training) of communications interoperability? In which phases will each be addressed?

### Communications Type

- Will this committee address voice, data and video communications interoperability? Will voice, data and video be addressed in different phases?

### Usage

- Which distinct levels of interoperability will be addressed and at what phases?
  - Day-to-day – Routine within a jurisdiction (interdisciplinary)
  - Day-to-day – Routine within various jurisdictions (mutual aid)

- Unplanned critical incident (interdisciplinary/inter-jurisdictional)
- Planned major event (interdisciplinary/inter-jurisdictional)

#### **5.1.1.5 Operating Principles**

This section describes the operating principles, how committee members will interact, the ground rules to be used during meetings, issues to be addressed, and standards for member accountability. Some examples are listed below as guidance.

- What are the rules under which this committee will operate?
- How will members be held accountable?
- How will the committee be held accountable?
- How will the committee balance regional, jurisdictional, state, and federal interests?

#### **5.1.1.6 Membership**

This section should list and describe committee membership and organizational structure. This section should be aligned with operating principles described in the previous section.

- What is the leadership structure?
- What are the roles and responsibilities?
- Who will be voting members?
- What will be the process for naming alternate voting members if regular voting members cannot attend?
- Will there be advisory and ad hoc members?
- Is there a "term of office" or is membership open-ended?
- How are members elected and re-elected?

#### **5.1.1.7 Decision-making**

This section can outline how the operating principles will be used in a managerial capacity. Though executive members may alternate, rules for membership and accountability should still be enforced.

- What will be the decision-making process for the committee's regular business as well as amendments to the governance charter itself?
- How will the committee bring an issue to a vote?
- How will the committee account for alternate voting members?
- What will quorum requirements be?
- For what will each member be accountable?
- What are the reporting requirements and procedures?
- How much notice is required before a vote on regular business or charter amendments? Is the notice period the same for both?

#### **5.1.1.8 Logistics**

This section should describe the administrative responsibilities of the committee. Though these considerations may appear minor when creating a charter, a well-thought-out schedule with expectations can save time and money.

## APPENDIX A—DRAFT GOVERNANCE CHARTER

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## DRAFT

# GOVERNANCE CHARTER FOR THE SOUTHEAST MICHIGAN URBAN AREA SECURITY INITIATIVE REGION INTEROPERABILITY COMMUNICATIONS COMMITTEE

### Introduction

The Southeast Michigan (SEMI) Urban Area Security Initiative (UASI) Board is committed to cooperatively addressing the challenges of communications interoperability. This Interoperability Governance Charter hereby establishes the SEMI UASI Interoperability Committee as a sub-committee of the SEMI UASI Board to function on behalf of the UASI Board in meeting these challenges. This document describes the purpose, authority, outcomes, scope, operating principles, membership, and management by which the SEMI UASI Interoperable Communications Committee (ICC) will perform its roles and responsibilities.

### Mission Statement

The mission of the SEMI UASI ICC is to enable real-time, interoperable communications between local, county, state, and federal participants to effectively protect lives and property during multi-agency, multi-discipline, and multi-jurisdictional events.

### Vision

Through leadership, professionalism and innovation, the SEMI UASI will serve as a national model of public safety communications excellence. Public safety personnel in the SEMI UASI will have access to quality interoperable communications assets, will be adequately trained in the use of those assets, and will utilize the assets effectively in response to multi-agency, multi-discipline, and multi-jurisdictional events.

### Purpose

The SEMI UASI ICC exists to address the challenges facing interdisciplinary communications across multiple jurisdictions. It is established to create a centralized interoperable communications planning and implementation capacity for SEMI UASI.

The committee's goals are:

- Build relationships at the local, regional, state, and federal levels to support interoperable communications
- Establish standard operating procedures (SOPs) for multi-agency/multi-discipline/multi-hazard responses to be used by all public safety agencies that conform to the elements of the National Incident Management System (NIMS)

- Provide every public safety agency in the SEMI UASI with access to shared radio communications systems to support wireless voice interoperability
- Maximize the use of a shared standards-based radio system in the SEMI UASI
- Provide emergency responders and dispatch center personnel with adequate training in the use of interoperable communications procedures and resources
- Ensure that emergency responders and dispatch center personnel participate in regular, comprehensive, and realistic communications drills and exercises that address potential problems in the region
- Provide training for Communications Unit Leaders (COMLs) who will function in support of an Incident Command System (ICS) for multi-agency, multi-discipline and multi-jurisdiction responses
- Establish communications incident response teams in the region that are staffed by trained COMLs to provide support for large incident ICS responses within the region
- Establish interoperability systems that are used every day for managing routine and emergency incidents by users who are familiar with the operation of the system(s) and routinely work in concert with one another
- Achieve the goals of the National Emergency Communications Plan (NECP) within the SEMI UASI

It is necessary for public safety organizations to communicate or share critical voice information with other jurisdictions in day-to-day operations, natural disasters, emergency response scenarios, and terrorist incidents. Failure to accomplish the mission in each situation can result in the loss of lives and property.

This committee exists to establish a partnership among law enforcement agencies, fire services, emergency medical services, emergency management, and public safety answering points and dispatch centers, in order to enhance communications interoperability capabilities.

The ICC is a collaborative advisory body established to enhance interoperable communications capabilities throughout the SEMI UASI region. This committee provides a forum for each jurisdiction to discuss public safety communications initiatives developed at the jurisdictional level, and helps ensure that individual projects have an opportunity to align with the Michigan Statewide Communications Interoperability Plan (SCIP). The ICC provides a mechanism for coordinating public safety communication issues among local, state, federal, and other agencies operating within the SEMI UASI.

### **Authority**

The ICC is a committee of the SEMI UASI Board and shall be governed by existing and any future provisions of the SEMI UASI bylaws governing committees of the Board. The ICC shall act on behalf of the UASI Board to perform the following responsibilities:

- Develop a Tactical Interoperable Communications Plan (TICP) for the SEMI UASI
- Develop Strategic Interoperable Communications Plans for the SEMI UASI
- Review and approve all requests for UASI funding for communications equipment and programs
- Make recommendations to the UASI Board regarding interoperable communications needs for interoperable communications funding

- Make recommendations to help direct the use of state or federal funds earmarked for capital improvements and operational upgrades to improve local or statewide public safety interoperable communications
- Establish technical standards for interoperable communications resources to be adopted by participants in the UASI TICP
- Standardize and implement common operational protocols and procedures
- Implement NIMS and the National Response Framework (NRF) across all levels of interoperable communications in the UASI
- Develop and implement model SOPs for specific events, and all-hazards response

The Chairperson of the ICC will make regular reports to the SEMI UASI Board on the activities of the ICC. The Chairperson will receive requests from the UASI Board for review of communications funding requests and report to the UASI Board the findings of the committee. The Chairperson will submit to the UASI Board for approval by the Board any interoperable communications plan, funding requests originated by the committee, technical standards, protocols and SOPs to be adopted by SEMI UASI.

On behalf of the UASI Board, the ICC shall evaluate the state of both current and emerging communications interoperability in the SEMI UASI region, create a plan for the SEMI UASI regional communications interoperability, oversee implementation of the plan, and develop appropriate policies, procedures, and guidelines.

All policies, plans, and projects will be submitted to and approved by the SEMI UASI Board.

The ICC shall make recommendations to help direct the use of UASI funding, Homeland Security Grant Program (HSGP), and other state and federal grant program funds earmarked for capital improvements and operational upgrades to improve regional public safety communications and interoperability.

This committee should identify additional sources of funding allotted through cross-discipline and cross-jurisdictional coordination.

The members of the committee are selected by the Local Planning Teams (LPTs) of each of the six SEMI UASI counties, by the City of Detroit and by the state and federal agencies represented on the ICC. Representatives were appointed to represent emergency responders in their respective counties and in the City of Detroit, and the state and federal agencies and given the authority to participate in the work of the ICC and to vote on matters before the ICC. Although the individuals may come from one particular discipline within a jurisdiction or region, they shall represent the overall interests of all disciplines in the jurisdiction or region while serving on the committee.

## Outcomes

The desired outcomes the committee will accomplish are:

- Conduct an assessment to better understand the current baseline of communications interoperability in the UASI
- Create a TICP for the SEMI UASI
- Create a SEMI UASI region-wide Communications Interoperability Strategy and Spending Plan

- Manage implementation of the Communications Interoperability Plan
- Task an operations working group to create SEMI UASI region-wide best practices, policies, procedures, and protocols for communications interoperability and incorporate them into existing regional interoperability agreements
- Task a technical working group to identify and recommend future technologies that will enhance communications interoperability capabilities in the UASI
- Capitalize on opportunities to share resources
- Ensure the training of key communications personnel—especially dispatchers and dispatch center supervisors as well as technical communications support staff
- Ensure training opportunities around communications interoperability are available to all necessary and authorized public safety practitioners
- Ensure that effective multi-agency, multi-discipline and multi-jurisdictional exercises are conducted utilizing interoperable communications equipment and procedures

## Scope

The ICC will address several areas that are related to, or impacted by, the region's interoperable communications system.

### A. Government

The committee will:

- a. Work toward identifying initiatives that improve regional public safety communications interoperability.
- b. Work with federal and state agencies to prevent duplication of effort. This includes coordination of procurement decisions.
- c. Ensure that it addresses the various recommendations in the Michigan SICIP.
- d. Coordinate with various multi-regional organizations including other State of Michigan Emergency Management and Homeland Security regional planning groups, and keep these organizations updated on the sub-committee's actions.
- e. Address regional organizations, such as Medical Control Authorities and Healthcare Coalitions, within the UASI that are not directly funded by DHS grants, and identify ways to coordinate activities through sharing of resources or technologies.
- f. Use its relationship with the UASI Board to educate public officials to increase awareness and ensure the success of communications interoperability initiatives.

### B. Inclusion

The initial focus for interoperable communications in the SEMI UASI is to serve law enforcement, fire response, emergency medical, emergency management, and each county's command and control structure and incorporate additional disciplines and users in future projects.

**C. Level**

The ICC will ensure that the needs of all levels of emergency response (Executive, Emergency Operations Centers, Dispatch/Communications Centers, Incident Command, and Tactical) are addressed.

**D. Function**

This ICC will address both technological needs and operational issues. Technological means equipment procurement and maintenance. Operational means authorizations, SOPs, Incident Command and training.

**E. Communications Type**

The ICC will address voice communications, and future communication paths, such as data and video.

**F. Usage**

The ICC will designate appropriate working groups to review existing policies and procedures, and to address any additional needs in these distinct levels of interoperability:

- Local events
- Entity-to-entity interoperability
- Multi-jurisdictional or region-wide emergency
- Hailing

**Operating Principles**

The ICC will use the following guidelines regarding how the membership will interact, and the ground rules for meetings and standards for member accountability.

**A. Overarching Principles**

The ICC will be guided by the following overarching principles to serve the first responders of the SEMI UASI region, and ultimately the people of the state of Michigan. The committee will:

- Maintain the sense of urgency that September 11 and Hurricanes Katrina and Rita brought to the issue of communications interoperability.
- Ensure the issue of communications interoperability remains in front of elected officials as administrations change.
- Speak with one voice when reporting externally – present a unified front.
- Ensure that the SEMI UASI takes on a collaborative approach in dealing with issues regarding the operations, expansion, or management of the interoperable communications systems.

**B. Planning and Management Principles**

The committee will:

- Think not in terms of local, county, or even statewide interoperable communications. Think in terms of nationwide interoperable communications.

- Think interdisciplinary.
- Use a phased approach to strategic planning.
- Ensure all strategic initiatives fit within the desired future goals and strategy.
- Identify matters within the committee's control, and apply resources toward those matters rather than areas that are not within the committee's control.
- Distribute the responsibility of managing communications interoperability so that it does not rest on any one individual, agency, or technology.
- When considering new projects ensure that the entire life cycle of the project is addressed (include both cost and personnel).
- Coordinate the regional strategy with the other regional interoperability strategies.
- Avoid the use of acronyms and codes to eliminate confusion or misunderstanding.

### C. Technology Principles

The committee will:

- Adhere to the extent possible to DHS guidelines for optimal interoperable communications technologies when developing interoperable communications systems and making decisions with respect to the funding and procurement of interoperable communications resources.
- Consider the impact on the citizens of the SEMI UASI region when considering any changes that will affect the operations of the interoperable communications systems.
- Identify a balance between infrastructure and subscriber needs.
- Consider security concerns during the planning of future communications solutions.

### Membership

There shall be voting and non-voting members of the ICC. Voting membership is determined by the SEMI UASI Board bylaws.

Members of the committee will be selected from the following disciplines:

- Law enforcement
- Fire service
- Emergency medical services
- Emergency management
- Public safety answering point/dispatch center

The following jurisdictions will be represented on this committee as voting members:

- City of Detroit
- Macomb County
- Monroe County
- Oakland County
- St. Clair County
- Washtenaw County
- Wayne County

Each jurisdiction shall appoint four voting members to serve on the ICC. In order to achieve maximum representation from each discipline, no jurisdiction shall appoint more than one member from any of the individual disciplines identified above. The city of Detroit shall appoint its members to the ICC. The representatives from the six counties shall be appointed by their respective county LPT.

Voting members shall be responsible for representing their jurisdiction.

Any vacancy on an ICC shall be filled by the LPT of the appropriate jurisdiction by their designated method. The LPT shall notify the Chairperson of the ICC, in writing, of the appointment. Appointments shall not be considered until the ICC Chairperson is notified.

The following jurisdictions and agencies may appoint one non-voting member to the ICC:

- Michigan State Police
- Federal Bureau of Investigation
- United States Coast Guard
- United States Border Patrol

The following agencies may appoint one non-voting member to serve as advisory members to the ICC:

- Michigan Public Safety Communications System
- Oakland County OakWIN Communications System

The Chairperson, upon approval of the committee, may appoint one non-voting member from each of the following non-public safety services to represent their respective services in the SEMI UASI:

- Public works
- Hospitals
- Public transportation
- Railroads
- Schools
- Utilities

Non-voting members are part of the committee by virtue of their position and ensure that all jurisdictions, services, and disciplines are represented on the committee. These members are expected to attend all committee meetings and provide feedback to the voting members for decision-making purposes. However, they shall not vote. A number of federal and state agencies provide non-voting members to represent the views of their organization and provide coordination for implementing aspects of the region communications interoperability plan.

The committee may add *ad hoc* members as necessary. These members may come from local (including surrounding jurisdictions), regional, state, tribal, or federal public safety agencies or planning organizations and non-public safety organizations. They may sit on the committee on a temporary basis, as needed. These *ad hoc* members shall not vote.



The SEMI UASI Board shall designate a UASI Board member to serve as liaison to the ICC. This liaison may monitor the committee meetings and provide guidance.

Term of Office for members is unlimited, and is dependent on their re-appointment by their appointing jurisdiction or agency.

There will be a Chairperson and Vice Chairperson of the ICC who shall be elected by the voting membership of the ICC. The Chairperson and Vice Chairperson will serve a two-year term. They may be re-elected. The Chairperson shall be responsible for ensuring that an agenda is developed for each ICC meeting.

The Chairperson shall be responsible for appointing members to the Technical and Operational Working Groups (sub-committees) and any other working groups that may be deemed necessary on a temporary basis.

Members of the public, including representatives from the vendor community, may attend meetings. Periodically, if the ICC needs information or education on a topic, the ICC shall facilitate vendor presentations and provide opportunity for all those that are appropriate.

Administrative support for the ICC shall be provided by the Wayne County Office of Emergency Management.

The table below outlines roles and responsibilities of the UASI Board, the Committee Chairperson and Vice Chairperson and administrative support.

SEMI UASI Interoperable Communications Committee Leadership Roles and Responsibilities				
Position	UASI Board (Executive Sponsors)	Committee Chairperson	Committee Vice Chairperson	Administrative Support
Term	Determined by UASI	2 year – no term limits, but must be re-nominated every two years	2 year – but must be re-nominated every two years; does not succeed the Chairperson at end of term	Continuous
Requirements	Determined by UASI	Can be any voting member of the committee	Can be any voting member of the committee	Position is dedicated to the committee
Roles and Responsibilities	Enable committee to perform its objectives by allocating all available resources and mitigating controllable challenges.  Consider input from	Provide leadership for the committee.  Coordinate with the UASI Board to ensure that the committee has all of the resources required to achieve its mission.	Perform the role of Committee Chairperson when the Chairperson is not available to attend a meeting.	Provide logistical and clerical support for committee meetings to include the following:  Provide meeting preparation of documents.

SEMI UASI Interoperable Communications Committee Leadership Roles and Responsibilities				
Position	UASI Board (Executive Sponsors)	Committee Chairperson	Committee Vice Chairperson	Administrative Support
	<p>the committee when making all decisions regarding communications interoperability.</p> <p>Provide oversight, guidance, and authority.</p> <p>Ensure coordination with other elements of a regional Homeland Security strategy.</p> <p>Hold committee members accountable for implementation of the communications interoperability strategy.</p>	<p>Act as a liaison and present the findings and recommendations of the committee to regional decision-making bodies or offices.</p> <p>Run decision-making and voting processes of the committee.</p> <p>Ensure that committee meetings adhere to principles set forth in the charter.</p> <p>Determine the agenda of committee meetings.</p> <p>Ensure outreach and communications, as defined in the charter, are implemented.</p> <p>Notify the regional decision-making body or office if a voting member from its jurisdiction does not regularly attend/participate during committee meetings.</p> <p>Perform all duties of the Chairperson identified in this charter.</p>		<p>Provide meeting location.</p> <p>Provide meeting notes and post meeting documentation.</p> <p>Provide meeting materials.</p> <p>Provide food (as necessary).</p> <p>Assist committee Chairperson with coordination of regional leadership.</p> <p>Coordinate with Federal programs.</p> <p>Perform administrative staff duties identified in this charter.</p>

## Decision-making

The following procedures shall be used by the ICC for decision-making:

- Committee Decision-making Process
  - Each jurisdiction has up to four voting members, each of whom has one vote to be cast.
  - The Chairperson will work towards consensus-based decision-making. However, if a consensus cannot be reached, a vote will be taken and simple majority rules. A simple majority will be considered a decision or recommendation of the committee when presented to the UASI Board for consideration. As much as possible, the majority opinion will be reflected.
  - Committee members are free to express to their jurisdiction or agency how they voted/stood on the position.
  - A quorum will be 50 percent of the total voting membership (approved and serving), plus one.
  - A majority vote of all voting committee members present shall be necessary to pass any motions or take any official committee actions.
  - Each committee member shall have one vote.
  - Proxy votes will be allowed for the appointed representative either stated in a letter or by e-mail to the Chairperson and/or secretary of the committee.
- Committee members will be held accountable through their county LPT or the agency that appointed them. The county LPT or the appointing agency has the final decision in all matters related to committee participation.
- Decisions and recommendations of the committee will be reported to the UASI Board through the Chairperson.
- This committee will report status, actions, and recommendations to a larger audience through a communications plan developed by the UASI Board.
- All issues and recommendations for spending grant funds shall come from the committee and be brought to the UASI Board, in writing, by the Chairperson or designee.
- Meetings of the ICC shall be subject to the Michigan Open Meetings Act.
- The Chairperson shall forward to the UASI Board Secretary the agenda, minutes, and membership roster within eight days of each committee meeting.

## Administrative Support

The committee shall have a designated professional staff person to carry out the day-to-day operations of the committee. The staff person shall be appointed by the UASI Board's committee liaison from their jurisdiction. The staff person shall serve as the committee secretary and perform the following duties:

- Take minutes for their appointed committee meeting.
- Facilitate meetings and send out notices.
- Prepare a meeting agenda.
- Prepare a committee report and submit to the UASI Board secretary prior to each UASI Board meeting.
- Track attendance at committee meetings and provide attendance rosters to the UASI Board secretary prior to each UASI Board meeting.

- The committee staff person in conjunction with the Chairperson shall serve as the single point of contact for questions related to the actions and activities of the committee.
- The committee staff person shall serve as project manager in coordination with the project leader for all projects considered or passed by the committee. Project management shall, at a minimum, ensure that the following tasks take place:
  - Prepare all information necessary to determine project eligibility, including the MSP EMD 12 Form, and submit to the fiduciary.
  - Prepare project justification information and forms for presentation to the UASI Board.
  - Obtain project specifications and submit to the fiduciary.
  - Serve as single point of contact for vendor questions regarding project implementation.
  - Document final destination of any equipment ordered as part of a project, including ownership and delivery destination, and inform the fiduciary.
  - Identify potential vendors to work on the project where applicable.
  - Track project status and follow-up to ensure project is progressing satisfactorily.
  - Perform any general project trouble shooting as required.
- The committee staff person should attend UASI Board meetings wherever practical.
- The committee staff person shall coordinate with the staff of the other committees where necessary or required.

## Logistics

The following schedule shall be followed by the ICC:

- The committee will meet bimonthly on the second Tuesday of the month at 10:00 a.m.  
Meetings will be held at: Motorola Headquarters  
33533 Twelve Mile Road  
Farmington Hills, MI 48331  
  
Alternative Meeting Site: Southfield Civic Center  
Ice Arena Picnic Area  
26000 Evergreen Road  
Southfield, MI 48075

**APPENDIX B—MEMORANDUM OF UNDERSTANDING TEMPLATE FOR SEMI UASI  
AGREEMENTS**

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## MEMORANDUM OF UNDERSTANDING (MOU) BETWEEN [INSERT LOCAL PARTY A HERE] AND [INSERT LOCAL PARTY B HERE] REGARDING [INSERT SUBJECT OF MOU HERE]

### Introduction

This Memorandum of Understanding (MOU) is entered into by [insert local party A here] of [insert address of local party A here] and [insert local party B here] of [insert address of local party B here]. Today's public safety realities have highlighted the need for this type of agreement based on [insert background of issue prompting this MOU here]. This MOU addresses the current challenge of [insert issue/challenge facing the community here]. To ensure that the public safety community reaches optimal utilization of finite communications resources and maximum interoperability, this agreement will [insert action accomplished by MOU here]. In addition, this agreement allows for a partnership between local governments that benefits public safety and public service officials serving our citizens.

### Purpose

The purpose of this agreement is to provide for [insert subject of MOU here] between [insert local party A here] and [insert local party B here]. It also includes [insert additional subject matter pertinent to the MOU here]. Specifically [insert local party A here] and [insert local party B here] agree to the following obligations per this agreement.

Obligations of [insert local party A here]

[insert local party A here] agrees to [insert required action here]

[insert local party A here] agrees to [insert required action here]

[insert local party A here] agrees to [insert required action here]

Obligations of [insert local party B here]

[insert local party B here] agrees to [insert required action here]

[insert local party B here] agrees to [insert required action here]

[insert local party B here] agrees to [insert required action here]

### Definitions

"Agreement" means this MOU between the [insert local party A here] and [insert local party B here], setting forth the services provided as well as the terms and conditions under which the services are provided and includes its exhibits, attachments, and any renewals or attachments.

"[insert acronym here]" is the [spell out acronym here], which is defined as [insert definition here].

"[insert additional terms to be defined here]" is defined as [insert definition here]."

## Policy

It shall be the policy that [insert capability/resource here] will be used for [insert intended purpose here]. Use of the [insert capability/resource here] will last for [insert time duration here] or until this agreement is amended or terminated. [Insert name of appropriate party here] will dictate all future use of the [insert capability/resource here] and be responsible for the authorization of future users.

## User Procedure Requirements

As previously stated in this document, the [insert capability/resource here] is intended for use when it will enhance the safety or effectiveness of personnel performing their operational responsibilities. The [insert capability/resource here] may be requested, if needed, to allow [insert type of communications here] between each agency's command personnel dealing with [insert type of operational responsibility here]. Specific training, exercise, and equipment requirements will be addressed and managed by [insert appropriate parties here]. Additional requirements include [insert additional requirements here].

## Financial Procedures

Funding sources associated with this agreement may include any combination of federal, state, local, and private funding. The [insert name of appropriate party here] will propose a budget for such funds as may be under the control of the parties involved. All parties may request changes to any budgets as deemed appropriate. Such changes shall be subject to the approval of [insert name of appropriate party or parties here].

To ensure proper accountability and financial management of the agreement, [insert name of appropriate party here] will be responsible for the performance of all necessary bookkeeping and accounting activities.

## Maintenance

Both parties understand that maintenance will be required on an ongoing basis. [Insert appropriate party here] shall assume the cost of all operation, maintenance, repairs, and license designations of the [insert interoperable communications equipment here] and shall keep the equipment in a clean, safe, and good operating condition for the duration of this agreement.

## Governance

The [insert name of governance body here] will be responsible for the enforcement of local communications capabilities agreed to in this MOU. This governance body is comprised of [insert name of members here] and led by [insert name of leader here], chosen through stakeholder consensus. The [insert name of governance body here] will review policy recommendations and changes that would affect key principles of this agreement. Decisions entered into by the oversight body will be made through majority vote.

## Updates to the MOU

This agreement may be revised or amended at any time by mutual agreement of all parties and the governance body. Once the language of the MOU is modified the [insert name of governance body here] will provide all parties of the MOU with written notification of the change and reissue the modified MOU.

## Duration



This agreement shall remain in effect from the latest date written below through [insert date here], or until such time as either party, upon [insert number of days here] days prior, provides written notice to the other party requesting the agreement's cancellation (see "Termination" below). This agreement can be renewed prior to its expiration upon written agreement of the parties.

### Termination

Either party may terminate this agreement by giving [insert number of days here] days advanced written notice to the other party. If a party terminates their participation in this agreement, the party shall be liable only for performance rendered or costs incurred in accordance with the terms of this agreement prior to the effective date of termination.

### Local Considerations

This agreement and the rights and obligations of the parties hereto shall be governed by, and construed according to, the laws of the State of [insert State name here] and the laws of [insert name of locality here]. In particular, this agreement adheres to [insert name of appropriate State/local law here] which states [insert description of appropriate State/local law here].

### Signatures

[insert name of local party A representative here]

[insert title of local party A representative here]

[insert name of local party A here]

(Signature) \_\_\_\_\_

(Date) \_\_\_\_\_

[insert name of local party B representative here]

[insert title of local party B representative here]

[insert name of local party B here]

(Signature) \_\_\_\_\_

(Date) \_\_\_\_\_

**APPENDIX C—BY-LAWS OF THE SOUTHEAST MICHIGAN URBAN AREA  
SECURITY INITIATIVE BOARD**

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