State of Connecticut

Responses to the

National Telecommunications and Information Administration

Request for Information (RFI)

— Question 12

Relating to the Development of

the State and Local Implementation Grant Program

for the Nationwide Public Safety Broadband Network

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NTIA RFI: Question 12. In 2009, NTIA launched the State Broadband Initiative (SBI) grant program to facilitate the integration of broadband and information technology into state and local economies.

a. Do States envision SBI state designated entities participating or assisting this new State and Local Implementation grant program?

b. How can the SBI state designated entities work with States in planning for the nationwide public safety broadband network?

Introduction: On February 22, 2012, President Obama signed into law H.R.3630, the *"Middle Class Tax Relief and Job Creation Act of 2012,"* including Title VI, entitled "Public Safety Communications and Electromagnetic Spectrum Auctions."[1] The bill included provisions to fund and govern a Nationwide Public Safety Broadband Network (NPSBN) and is the result of a collective effort to reallocate the D block, and sets aside funding to create a governance structure for this new network.[2]

The National Telecommunications and Information Administration (NTIA) issued a Request for Information (RFI) seeking public comment on various issues relating to the development of the State and Local Implementation grant program.[3]

The NTIA must establish the State and Local Implementation grant program pursuant to the *Middle Class Tax Relief and Job Creation Act of 2012* to assist state and local governments in planning for a single, nationwide interoperable public safety broadband network based on a single, national network architecture, the new "First Responder Network Authority" (FirstNet), an independent authority within NTIA. NTIA intends to use the input from this process to inform the development of programmatic requirements to govern the state and local planning grants program.

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[1] Following the terrorist attacks on September 11, 2001, the 9/11 Commission recommended the establishment of a nationwide, interoperable public safety communications network to resolve communications challenges faced by emergency responders. For the past decade, public safety worked with State and local government officials, the Federal government, and Members of Congress to amass support for a nationwide network.

[2] The bill:
- Reallocates the 700 MHz D Block spectrum to public safety;
- Authorizes the Federal Communications Commission (FCC) to conduct incentive auctions to raise $7 billion for building and managing the Nationwide Public Safety Broadband Network;
- Ensures access to the network for Federal, State, and local public safety and secondary users (utilities, critical infrastructure providers); and
- Establishes a new entity within the NTIA to oversee planning, construction, and operation of the nationwide network, known as the First Responders Network Authority (FirstNet).

[3] Department Of Commerce, National Telecommunications and Information Administration, Request for Information: Development of the State and Local Implementation Grant Program for the Nationwide Public Safety Broadband Network, [Docket No: 120509050–1050–01], RIN 0660–XC001, Federal Register /Vol. 77, No. 95 /Wednesday, May 16, 2012 /Notices **28857.** http://www.ntia.doc.gov/files/ntia/publications/public_safety_rfi_05162012.pdf

NTIA RFI: Question 12. In 2009, NTIA launched the State Broadband Initiative (SBI) grant program to facilitate the integration of broadband and information technology into state and local economies.

a. Do States envision SBI state designated entities participating or assisting this new State and Local Implementation grant program?

State of Connecticut Response to Q. 12 (a):

Yes. Connecticut envisions that its state designated SBI Broadband Coordinator will participate and assisting in the development of the NTIA State and Local Implementation grant program.

In 2009, NTIA launched the State Broadband Initiative (SBI) grant program to facilitate the integration of broadband and information technology into state and local economies.[4] The author of these state of Connecticut responses to Question 12 is the Connecticut Broadband Policy and Programs Coordinator (SBI Broadband Coordinator), State ARRA Broadband Stimulus Office, dedicated to the program management of the ARRA broadband grant program State Broadband Capacity Building.[5] This position is federally funded to help the state identify and support opportunities for increased collaboration amongst various state agencies and statewide councils as it relates to the creation and promotion of broadband policies.

The SBI Broadband Coordinator works with other state agencies and private entities to help establish a network of agencies, businesses, and organizations that can work cooperatively to create programs intended to accelerate broadband access and adoption. This state program has successfully progressed since the SBI grant award in January 2010. The Coordinator's activities included assisting in organizing and drafting the

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[4] NTIA's State Broadband Initiative (SBI) implements the joint purposes of the Recovery Act and the Broadband Data Improvement Act, which envisioned a comprehensive program, led by state entities or non-profit organizations working at their direction, to facilitate the integration of broadband and information technology into state and local economies.
http://www2.ntia.doc.gov/SBDD
[5] Department Of Commerce, National Telecommunications and Information Administration (NTIA), State Broadband Data and Development Grant Program; NTIA Grant = RIN 0660-ZA29, Grantee : The State of Connecticut, Department of Public Utility Control (now Public Utilities Regulatory Authority).

successful application to the BTOP program for public safety infrastructure financial assistance, a project that is proceeding on schedule at this time.[6]

The state has used the federal NTIA SBI funding to assure that entities such as the state's public safety and homeland security agencies seeking advice or counsel regarding the state's activities in implementing expansion of broadband access will have the benefit of a single-point of contact through a dedicated state manager with expertise in broadband enhancement activities. Thus, the SBI Broadband Coordinator has already become involved in the statewide coordination of resources, to establish or strengthen governance, and address interoperability gaps in association with the state's Statewide Interoperability Coordinator (SWIC).

Thus, there already exists in Connecticut a sharp focus for inter-agency coordinating activities at the state level, supporting intra-governmental activities across the state, including development of streamlined permitting processes, coordination of local government officials leading broadband access and adoption efforts, and support of sector-specific coordination efforts such as will be required in the NTIA State and Local Implementation grant program.

NTIA RFI: Question 12. In 2009, NTIA launched the State Broadband Initiative (SBI) grant program to facilitate the integration of broadband and information technology into state and local economies.

> **b. How can the SBI state designated entities work with States in planning for the nationwide public safety broadband network?**
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> **State of Connecticut Response to Q. 12 (b):**

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[6] BTOP Grant: Connecticut Department of Information Technology, *Access Connecticut: Expanding the State's Education and Public Safety Network*, Project Type: Comprehensive Community Infrastructure, $94 million NTIA grant. The Access Connecticut project will deploy over 5,500 miles of new fiber infrastructure, working with the Connecticut Public Safety Services Data Network to integrate a statewide data network at more than 540 public safety facilities that serve more than 25,000 first responders. This will also help prepare the state for its transition to Next Generation 911 functionality, improving connectivity to the FBI's National Crime Information Center (NCIC) system and a wide array of security applications.
http://www2.ntia.doc.gov/grantee/connecticut-department-of-information-technology

Central among the public safety broadband projects already in progress in Connecticut is a focus on Public Safety Interoperability Communications,[7] and the SBI Broadband Coordinator has partnered with Michael Varney, Connecticut's Statewide Interoperability Coordinator (SWIC), housed in the state's Department of Emergency Services & Public Protection.

The U.S. Department of Homeland Security (DHS) Office of Emergency Communications (OEC) was created to address the communications challenges and advance emergency communications capabilities prompted by the nation's experiences on 9/11 and during Hurricane Katrina. A significant part of addressing the governance issues was the creation of Statewide Interoperability Coordinators (SWICs) to lead efforts to enhance interoperable communications within the states.

The Connecticut SWIC has direct responsibility for pursuing the state's public safety policy goals and strategic priorities regarding statewide coordination of resources, working to establish or strengthen governance, and addressing interoperability gaps. Mr. Varney is active on the national level with statewide coordinators established in all 56 states and territories, and with each state now equipped with a Statewide Communication Interoperability Plan (SCIP) there has been significant progress in strengthening governance across the country.

The Connecticut SWIC is the optimal agency/position for the single point of contact for FirstNet implementation program administration with all grant awards recommended or coordinated through the SWIC Office.

These SWIC's efforts address such issues as:

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[7] To provide immediate and coordinated assistance, the state's public safety workers must be able to communicate with each other in the mobile radio communication environment effectively, swiftly and securely. "Interoperability" simply refers to the ability of public safety personnel, including utility employees, to communicate by radio with staff from other agencies, on demand and in real time. Public safety agencies require three distinct types of interoperability — day-today, mutual aid, and task force. **Day-to-day interoperability** involves coordination during routine public safety operations. Interoperability is required, for example, when firefighters from around a county join forces to battle a structural fire or when neighboring law enforcement agencies must work together during a vehicular chase. **Mutual aid interoperability** involves a joint and immediate response to catastrophic accidents or natural disasters and requires tactical communications among numerous groups of public safety personnel. **Task force interoperability** involves local, state and federal agencies coming together for an extended period of time to address a public safety problem.

- working on the public safety wireless broadband efforts;
- providing input to grant guidance and grant resource materials and the implementation of Presidential Policy Directive 8;
- working to develop and share Communication Unit (COMU) certification and recognition resources; and
- updating Statewide Interoperability Governing Body criteria.

The SWIC also addresses interstate coordination issues, and discussing initiatives such as the creation of a regional field operations guide and continuing to work with state-to-state coordination of frequency use. The SWIC is the chair of the state's Public Safety Interoperability Communications Committee which will coordinate on the NTIA State and Local Implementation grant program. The SBI Broadband Coordinator is a voting member of that Committee at the invitation of the SWIC and will provide assistance to the SWIC and the Committee throughout the application process and implementation of the NTIA State and Local Implementation grant program.

The SBI Broadband Coordinator's project included extensive survey, data collection, GIS mapping, and public policy planning and thus can immediately provide valuable information to the SWIC to jumpstart the State and Local Implementation grant program in Connecticut. The broadband coverage studies developed by the SBI program show all areas of Connecticut in terms of providers, existing infrastructure, and capacity of service, including wireless infrastructure and service capacity, thus expediting determinations of suitability and readiness.

These broadband status studies of course also reveal coverage gaps and potential locations of new infrastructure that can be used to enhance the network coverage for specific areas of the state. Once these existing and new infrastructure requirements are identified and built, these assets should be incorporated into the network's infrastructure pool after local agreements for the use of those assets are in place. Thus, these two NTIA funding projects, and other NTIA BTOP projects in Connecticut, such as the NG-911 enhancement project and the Connecticut Education Network[8] buildout, can

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[8] The Connecticut Education Network (CEN) connects the state's public K-12 school districts, colleges and universities, and many public libraries via a fiber optic backbone dedicated for education, research and public computing center use. The CEN provides access to the Internet, Internet2, iCONN - Connecticut's re-search engine, programming from Connecticut Public Television, and other resources targeted to students, teachers, researchers, administrators and library patrons in Connecticut.

consolidate the data gathering/mapping projects to the mutual benefit of the state and its agencies. The states will remain the data collection clearinghouse and NTIA has already developed the standards and format of these data files over the last few years of the SBI project, including rules for generating nationally-standardized GIS maps.

The SBI program also required the development by the state over the last few years of a complete contact list of all local jurisdictions and community anchor institutions — including utility and telecommunications providers, police, fire, libraries, health centers, and municipal structures — are clearly an established asset immediately available to the SWIC in order to coordinate communications among the many support groups necessary to assure the success of this program. The SBI program will continue to use and grow these vital relationships with the providers and local authorities as it continues to obtain and modify the critical datasets required by the grant provisions in order to develop the GIS mapping that enhances use of the data.

Examples would be local inventory backhaul (fiber and microwave) resources, final mile, tower space and useable building sites which may be suitable for sharing infrastructure. The SBI Broadband Coordinator is also deeply involved in a PURA regulatory docket with the electric utilities to transfer management of the attachment or transfer of utility equipment in the public rights of way of the state in order to improve productivity and emergency restoration processes.

The SBI Broadband Coordinator has been involved in the public utility regulatory process for nearly two decades and thus has a background that will be valuable to the SWIC to leverage these established stakeholder relationships with the relevant state agencies and private utility and telecommunications companies, including several active working groups. As the Connecticut SBI grantee program manager, the SBI Broadband Coordinator has experience that could support the SWIC in compliance with NTIA rules and regulations, as well as with financial transfer issues with NISC. The SWIC will thus benefit from a partnership with the SBI Broadband Coordinator in providing Connecticut with a recognized and well established mechanism for public safety stakeholders to communicate and coordinate information among themselves and with the federal government. This existing infrastructure and corporate memory should be capitalized on and reused to support this effort as much as possible.

Like the SBI Broadband Coordinator, the state's SWIC is for the most part a one-man shop, with a heavy workload, and both these positions

function as a "coordinator" between the people working on the CPSSDN planning tasks and the local jurisdictions. And, just like the SBI Broadband Coordinator, the SWIC will also play a role in planning and implementing a statewide outreach program to educate users and providers about the role of broadband, in this case targeting first responders and local governments preparing to participate on the state-wide effort to collect data and prepare for consultation with FirstNet. The SBI Broadband Coordinator has also already engaged in drafting the state's strategic plan and could assist the SWIC in revising the existing SCIPs to include broadband infrastructure and processes, including organizing the planning phase so that they can work with facts and not just assumptions.

Should this process require the use of third party consultants, the SBI Broadband Coordinator has recently used such services for purposes similar to those the FirstNet project will probably require and recommends that these should be brought in at the very beginning of the planning phase along with all local jurisdictions so that they can benefit from those planning activities and understand their role in the entire process. Some of these entities will be utilities and telecommunications providers are critical entities that will own a great deal of infrastructure facilities that could be integrated into the system design phase, and consequently, will need to be included into the revised governance model. There may be the formation and use of public/private partnerships required by the deployment of the nationwide public safety broadband network, and the SBI Broadband Coordinator could assist the SWIC in developing those MOU or contractual arrangements.

The SBI Broadband Coordinator actively participates with the SWIC in his management duties on behalf of the Governor's Emergency Planning and Preparedness Initiative (EPPI) in developing new permanent standards and operating procedures for emergency response in the state, better manage utility infrastructure restorations, and will conduct a 4-day statewide exercise scheduled for late July 2012 to include a wide variety of representatives from local, state, federal government, and private sector public safety entities. Broadband issues impact several aspects of the state's EPPI and the SBI Broadband Coordinator must interact and coordinate with the many elements of that project.

The fundamental goals of the Governor's EPPI are to :
- To enhance the existing State Response Framework and local plans to create more comprehensive planning to identify in detail multi-agency, multi-jurisdictional response and coordination actions, roles and responsibilities;

- To increase the quality of communications between local and state governments and utilities during emergencies; and

- To increase utilities' interface with Connecticut emergency management systems.

Accordingly, the SBI Broadband Coordinator is a member of several workgroups formed as elements of Governor Malloy's Emergency Planning and Preparedness Initiative (EPPI), which has been established with state, local and private entities working together under the leadership of the state's Department of Emergency Services and Public Protection/Department of Emergency Management and Homeland Security (DESPP-DEMHS) Statewide Advisory Council to enhance emergency plans, preparedness and training at every level.[9]

This work will culminate in a Statewide Exercise during July 28-30, 2012. Notable among the working groups supporting that exercise, in addition to the public safety interoperability working groups headed by the SWIC, are the Multi-Partner Energy and Utilities Policy Working Group, combining Emergency Support Function (ESF) 2 (Communications) and ESF 12 (Energy) leadership and subject matter experts, as well as the Exercise and Planning Preparedness Initiative - Technology Work Group, which is

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[9] *See* William J. Hackett, State Emergency Management Director, DEMHS/DESPP, Action Plan, January 3, 2012, noting that in the aftermath of Tropical Storm Irene and the October Nor'Easter, the Witt Report noted that :

> public sector emergency response planning at the state and local levels does not adequately focus on actions needed in a significant power outage and assignment of responsibilities in mitigation, preparedness, response, and recovery in utility disruption events. State and local plans call for reports from power companies, but do not [specifically] address multi-agency actions or coordination needed to address energy disruption.

DEMHS/DESPP outlined a process for improving the State's planning and preparedness, particularly with regard to large scale power outages. The purpose of this work is to:

- Improve information-sharing during an emergency between state and local officials, and our utility providers;

- Provide clear, specific guidance on the inter-related roles and responsibilities of state and local officials, and the private sector, including utilities, in mitigation, preparedness, response, and recovery, particularly in utility disruption events.

http://www.governor.ct.gov/malloy/cwp/view.asp?A=4010&Q=493690

addressing the state's initiatives regarding GIS data collection and mapping,[10] and the state's WebEOC system upgrades.[11]

These groups are also charged with exploring a cross-agency enforcement team with the Department of Energy & Environmental Protection (DEEP) and PURA (the state's official SBI grantee) instead of creating a brand new division to better utilize existing resources, and investigating handling management and administration of poles and wires as part of an enforcement team. In order to improve information-sharing during an emergency between state and local officials, and the utility providers, the working groups will provide clear, specific guidance on the interrelated roles and responsibilities of state and local officials, and the private sector, including utilities, in mitigation, preparedness, response, and recovery, particularly in utility disruption events. As earlier noted, the SBI Broadband Coordinator has worked with PURA for nearly 20 years in the utility regulatory area and thus can provide liaison and negotiation activities for this new NTIA project.

The SBI Broadband Coordinator was involved in the initial structuring of a successful BTOP grant to the Connecticut Department of Information Technology (DOIT), now the Bureau of Enterprise Systems and Technology

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[10] Connecticut, coordinating with the Federal Geographic Data Committee (FGDC) and the National Spatial Data Infrastructure (NSDI), has joined many states that have moved to development of a common framework for management of their geospatial data. Geographic data are essential to many operations, yet they are expensive and time consuming to produce. Many organizations need the same basic geographic data for their applications and spend precious resources duplicating existing data sets. Others go without data because they cannot afford the production costs. Furthermore, when an application or problem covers more than one jurisdiction, it is often difficult to find and combine existing data. The state is now focused on providing a reliable, standardized source for commonly needed and used geographic data themes, which will prove very useful in monitoring and disseminating information concerning the PROW and its elements, especially in times of emergency.

[11] WebEOC is a customizable web-based application that allows agencies to communicate and coordinate response and recovery operations in a secure, real-time, online environment. It allows state, municipal and federal agencies to share information during an emergency and provides a common operating picture for all, enhancing situational awareness and improving interoperable communications. The Connecticut Department of Emergency Management and Homeland Security DEMHS, along with multiple state and local partners, developed this web-based application to mirror the way emergency management preparedness, response and recovery are conducted at the municipal, regional and State(Emergency Operations Center (EOC)) levels.

(BEST) within the Department of Administrative Services.[12] That grant is proceeding apace and will result in the full establishment of the Connecticut Public Safety Services Data Network (CPSSDN) base fiber optic network topology and inter-connecting the existing 107 PSAPs, the Department of Public Safety building in Middletown, and the state's central IT data center. The project will ultimately implement additional coverage and capacity of the CPSSDN, expanding coverage to an additional 411 public safety-related locations so as to realize cost savings, connectivity requirements, and efficiency improvements. This project will greatly enhance agency interoperability capabilities, data sharing and overall communications while improving constituent services and safety. The completion of the CPSSDN will substantially increase broadband connectivity and provide service access to over 25,000 police officers, firefighters and supporting staff members.

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[12] In 2005, the Connecticut General Assembly passed and Governor Rell signed into law Public Act 05-181 which enabled the Office of Statewide Emergency Telecommunications (OSET) to initiate a planning process for the investigation and requirements determination of an integrated safety data network. Surveys of current systems and needs led to the initiation of a feasibility study in 2006. The study included recommendations for network infrastructure solutions that would establish a new, integrated public safety data network, saving affected agencies substantial sustainable costs.