Statewide Communications Interoperability Plan

Oklahoma

December 2010
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1 Introduction

In the early morning of August 31, 2000, a member of the Oklahoma City Police Department was in pursuit of a vehicle traveling the wrong way on Interstate 40 (I-40) in downtown Oklahoma City. At the same time, a member of the Oklahoma Highway Patrol was en route to assist on an unrelated call when all three vehicles collided causing them to become engulfed in flames. The two law enforcement officials, along with the two suspects, were killed in the collision. An investigation found that the officers were unable to communicate with each other via radio.

This account provides important insight into the critical need for successful public safety communications interoperability. These law enforcement officials were from two separate agencies and utilized two separate radio systems, making them unable to communicate with each other. This catastrophe may have been prevented if seamless interoperability had existed between the agencies.

Communications interoperability refers to the ability of public safety agencies to talk across disciplines and jurisdictions via radio communications systems, exchanging voice and/or data with one another on demand, in real time, when needed and as authorized. Unfortunately, many public safety responders in Oklahoma cannot communicate across jurisdictions and disciplines during daily operations and emergency events. For example, when the Alfred P. Murrah Federal Building in downtown Oklahoma City was bombed in April 1995, runners equipped with golf carts were used to disseminate critical information to command posts. Effective communications interoperability may have also reduced the loss of life during the September 11, 2001, acts of terror on the World Trade Center and Pentagon. The 9/11 Commission Report describes multiple instances of public safety radio failure at the scene, including when first responders in the North Tower did not receive news of the South Tower’s collapse. Had these responders been fully aware of the situation, they may have been able to evacuate the North Tower before its subsequent collapse, reducing further casualties.

The inability to relay incident scene information directly and effectively can jeopardize the lives of public safety personnel across the United States and in the state of Oklahoma. Incompatible and ineffective communications systems hinder, and at times prohibit, incident coordination and daily operations for almost every community across Oklahoma. As noted in the examples above, this lack of interoperability could lead to an unnecessary loss of human life and property.

Oklahoma had long recognized the need for a Statewide Communications Interoperability Plan (SCIP), but has lacked the governance structure and resources to develop one. In order to correct this deficiency, Governor Brad Henry issued Executive Order 2007-42, directing the Oklahoma Office of Homeland Security (OKOHS) to oversee the development and implementation of the SCIP. With OKOHS acting as the central point of contact, Oklahoma is now moving toward its goal of seamless, statewide communications interoperability.

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1 Source: SAFECOM
3 See Appendix A for the Executive Order.
The purpose of the SCIP is to serve as a central point of reference and operational roadmap for stakeholders committed to meeting the standard of public safety communications interoperability that has been set by the state. The SCIP outlines Oklahoma’s vision and mission for statewide communications interoperability and the goals and objectives required to see the fulfillment of that vision. The goals and objectives in this plan are aligned to SAFECOM’s Interoperability Continuum. The SCIP also reflects Oklahoma’s commitment to aligning its statewide communications interoperability planning efforts with the National Emergency Communication Plan (NECP), which is released by the Office of Emergency Communication (OEC).

The SCIP is a living document reflecting past initiatives, describing current action and projecting future plans to move toward an optimal level of interoperability throughout the state. It will be updated annually to reflect adjustments made to interoperability planning and to highlight goals that have been reached.

2 Federal Guidance

The United States Department of Homeland Security (DHS) supports communications interoperability planning at the federal and state levels. This section provides an explanation of the specific divisions within DHS that offer communications interoperability planning assistance to the states.

2.1 Office of Emergency Communications

OEC supports the Secretary of Homeland Security in developing, implementing and coordinating interoperable and operable communications for the emergency response community at all levels of government. OEC’s mission is to support and promote the ability of emergency responders and government officials to continue to communicate in the event of natural disasters, acts of terrorism or other man-made disasters and work to ensure, accelerate and attain interoperable and operable emergency communications nationwide. OEC seeks to drive change in five primary areas related to emergency communications: policy and planning, coordination and collaboration, demonstration projects, grants and technical assistance.

2.2 SAFECOM

SAFECOM is a communications program of DHS. SAFECOM provides research, development, testing and evaluation, guidance, tools and templates on interoperable communications-related issues to local, tribal, state and federal emergency response agencies. OEC supports SAFECOM’s development of guidance, tools and templates.

2.2.1 Interoperability Continuum

Oklahoma has adopted the SAFECOM Interoperability Continuum as a guide and directional goal to gain seamless communications interoperability across the state. This resource provides a simple and

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4 Information for this section was provided by [http://www.dhs.gov/xabout/structure/gc_1189774174005.shtm](http://www.dhs.gov/xabout/structure/gc_1189774174005.shtm).
5 Information for this section was provided by [http://www.safeicomprogram.gov/SAFECOM/](http://www.safeicomprogram.gov/SAFECOM/).
A common methodology for evaluating the effectiveness of interoperable communication processes in five key areas:

- Governance
- Standard Operating Procedures (SOPs)
- Technology\(^6\)
- Training and Exercises
- Usage

The five main elements included in the Interoperability Continuum serve as a framework for the development of the Oklahoma SCIP and are a way to measure Oklahoma’s progress toward achieving its vision for communications interoperability. Because the elements of the continuum are interdependent, progress in all aspects of communications interoperability is essential. It is the intention of the Oklahoma SCIP to move toward the optimal level of interoperability in each of these target areas shown in the SAFECOM Interoperability Continuum. Oklahoma will reach its goals for interoperability and achieve the optimal level of on the Interoperability Continuum through the objectives and implementation steps described in this SCIP. All goals, objectives, implementation steps and strategic initiatives described in this plan are aligned to the lanes of the SAFECOM Interoperability Continuum. Figure 1 depicts the SAFECOM Interoperability Continuum.

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\(^6\) Technology includes both data and voice elements.
2.3 National Emergency Communication Plan

The NECP is a strategic plan developed by OEC that sets goals and identifies key national priorities to enhance governance, planning, technology, training and exercises and disaster communications capabilities. The NECP provides recommendations, including milestones, to help emergency response providers and relevant government officials make measurable improvements in emergency communications by 2013.

Through OEC, DHS defined a series of goals that establish a minimum level of interoperable communications and a deadline for local, state, tribal and federal agencies to achieve that minimum level. These goals provide an initial set of operational targets that will be further defined by the OEC through a process that engages federal, state and local governments; the private sector; and emergency responders. The initial goals are:

- **Goal 1:** By 2010, 90 percent of all high-risk Urban Areas designated within the Urban Area Security Initiative (UASI) are able to demonstrate response-level emergency communications within one hour for routine events involving multiple jurisdictions and agencies. *(Oklahoma Fulfilled on April 19, 2010)*
- **Goal 2:** By 2011, 75 percent of non-UASI jurisdictions are able to demonstrate response-level emergency communications within one hour for routine events involving multiple jurisdictions and agencies.
- **Goal 3:** By 2013, 75 percent of all jurisdictions are able to demonstrate response-level emergency communications within three hours of a significant event as outlined in national planning scenarios.

The vision of the NECP is to ensure emergency response personnel at all levels of government and across all disciplines can communicate as needed, on demand and as authorized, through improvements in communications operability, interoperability and continuity nationwide.

2.3.1 Alignment to the National Emergency Communications Plan

Oklahoma has made it a priority to meet each of the three goals set by the NECP. Goal 1 was successfully fulfilled by the state of Oklahoma during the Oklahoma City National Memorial Annual Remembrance Ceremony on April 19, 2010. Funding has been allocated toward planning for the completion of NECP Goal 2. On November 12, 2010, OEC validated Oklahoma’s methodology for completing NECP Goal 2. Alignment to the national plan will continue to be a priority, as Oklahoma works toward fulfilling Goal 2 by its milestone date.

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7 Information for this section was provided by http://www.dhs.gov/xlibrary/assets/national_emergency_communications_plan.pdf.
8 Response-level emergency communications is the capacity of individuals with primary operational leadership responsibility to manage resources and make timely decisions during a multi-agency incident without technical or procedural communications impediments.
9 See Appendix B for the NECP Goal 2 Methodology.
3 Background

In order to fairly evaluate Oklahoma’s current status regarding statewide public safety communications and the progress being made, it is important to have a general understanding of where public safety communications started and what shaped its growth. In the distant past when radio spectrum was more plentiful, radio traffic was lighter and there were fewer radio users, radio systems were developed by individual agencies as needed to support their primary mission. As a support tool, radio systems were not interfaced or shared because the primary missions of those entities were not interfaced or shared.

Early radio technologies made it cumbersome to share radio resources. As communications became a critical support function, it was more important to keep radio operations protected from harmful interference—and from one another—than it was to share the resource. This insulated and unplanned system development has resulted in a communications environment comprised of hundreds of autonomous radio systems with thousands of Federal Communications Commission (FCC) licenses and users which cannot seamlessly interact.

The missions of public safety agencies have evolved and now cross and overlap with mutual aid and joint response for efficiency and effectiveness. Cultural resistance to change and limited funding has held the communications capabilities of most agencies well behind the standard now being accepted. Adequate staffing, equipment replacement and training and exercises have been limited by a lack of available funding. Culturally, members of the public safety community have been hesitant to accept changes in governance, SOPs and usage of radio communications. These can be attributed to the way systems have developed independently of one another. Few individual agencies can justify a business case to build an elaborate and expensive state of the art radio system on their own individual budgets, especially when it could perhaps be redundant to adjacent users. Likewise, few agencies are eager to relinquish the high degree of control they have over their own radio system to an outside authority.

Because of these issues, the state of Oklahoma has a patchwork of communications capabilities, goals and initiatives. In the Fiscal Year (FY) 2007 Homeland Security Grant Program (HSGP) Guidance, DHS called for a SCIP to be completed by each state. As the designated State Administrative Agency (SAA) for the HSGP, OKOHS was tasked with the development and implementation of the SCIP for Oklahoma. Governor Brad Henry appointed the Oklahoma Interoperability Executive Committee (OIEC) in March of 2007 to engage in this process. Over the next several months, due to the intervention of the U.S. Department of Commerce Public Safety Interoperable Communications (PSIC) Grant Program, the concept of the 2007 SCIP evolved from an all encompassing interoperability document to a “plan to plan.”

In May 2009, the OIEC was dissolved and the Statewide Interoperability Governing Body (SIGB) was formed in its place. This new governance structure provides for more open discussion and greater representation from the public safety community across the state. With the oversight of OKOHS and recommendations from the SIGB, it is intended that this SCIP, and future versions, will present a more
organized approach for improving communications interoperability in the state of Oklahoma. The Oklahoma SCIP will be updated on an annual basis as dictated by state statute.

Senate Bill 1153 The lack of adequate, reliable and interoperable communications systems has been a challenge for public safety agencies in the state of Oklahoma and across the country for decades. In many cases, agencies cannot perform their mission-critical duties effectively, because they are unable to communicate vital voice or data information inter-jurisdictionally during daily operations or in emergency situations.

In the state of Oklahoma, cultural resistance to change and limited funding has held the communications capabilities of most agencies well behind the current standard and has caused systems to be developed independently of one another. In order to resolve some of these issues and create a more formalized process for communications interoperability planning, the Oklahoma Legislature passed SB 1153 (OSL 2009, SB 1153, c. 212, § 1).\(^\text{10}\)

SB 1153 is critical to communications interoperability efforts in the state of Oklahoma. First, SB 1153 names OKOHS as the central point of contact for all statewide communications interoperability planning efforts. Next, SB 1153 enumerates the planning duties for OKOHS. These duties include:

1. Oversight and implementation of the SCIP;
2. Coordination of a migration plan for use of communications interoperability technologies including aid to connect disparate systems used by public safety agencies;
3. Assistance with applying for, receiving and holding authorization for frequencies and channels for state agencies; and
4. Authority to establish minimum mandatory standards and protocols for interoperable communications equipment purchases made by state agencies.\(^\text{11}\)

SB 1153 makes communications interoperability efforts a priority in the state of Oklahoma.

### 3.1 Statewide Interoperable Communications Planning Division

To effectively manage and implement the SCIP, OKOHS created the Statewide Interoperable Communications Planning Division. The division is comprised of the Statewide Interoperable Communications Planning Coordinator\(^\text{12}\) and the Assistant Statewide Interoperable Communications Planning Coordinator. They work closely with the SIGB and other key public safety practitioners to improve communications interoperability in the state. The Statewide Interoperable Communications Planning Coordinator also maintains close contact with representatives of OEC and other federal organizations committed to public safety communications interoperability planning. The Statewide

\(^{10}\) See Appendix C for SB 1153.

\(^{11}\) For additional information regarding the minimum standards, see Section 6.3.5.

\(^{12}\) The Statewide Interoperable Communications Planning Coordinator is also known as the Statewide Interoperability Coordinator.
Interoperable Communications Planning Division is responsible for the daily coordination of interoperability efforts in the state of Oklahoma and serves as the Point of Contact (POC) for this SCIP.\textsuperscript{13}

### 3.2 State Overview

#### 3.2.1 Population

**3.2.1.1 Total Population\textsuperscript{14}**

There are approximately 3.6 million residents in the state of Oklahoma. More than 70 percent of the state’s population resides within 35 miles on either side of the Interstate 44 corridor.

**3.2.1.2 Counties\textsuperscript{15}**

There are 77 designated counties in the state of Oklahoma as depicted in Figure 2.

![Figure 2 Oklahoma County Map\textsuperscript{16}](image)

**3.2.1.3 Most Populous Cities\textsuperscript{17}**

The most populous cities in Oklahoma include Oklahoma City, Tulsa, Norman, Lawton, Broken Arrow, Edmond, Midwest City, Enid, Moore, Stillwater and Muskogee.

**3.2.1.4 Metropolitan Areas**

Population statistics for the major metropolitan areas in Oklahoma are listed in Table 1:

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\textsuperscript{13} To view the Statewide Interoperable Communications Planning Division’s contact information, see Section 4.3.

\textsuperscript{14} Based on the United States Census Bureau 2008 estimate.

\textsuperscript{15} To view county population statistics, see Appendix D.


\textsuperscript{17} Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
In nearly established Tulsa UASI Oklahoma Canadian and prioritized Interoperable Representatives 3.2.1.6 Regions law Each December 21 2019 These 3.2.1.5 Oklahoma Central DHS counties are federally recognized tribes in Oklahoma are listed in Table 2:

<table>
<thead>
<tr>
<th>TRIBE</th>
<th>TRIBE</th>
<th>Tribe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Absentee Shawnee Tribe</td>
<td>Fort Sill Apache Tribe</td>
<td>Peoria Tribe of Indians</td>
</tr>
<tr>
<td>Alabama Quassarte Tribal Town</td>
<td>Iowa Tribe</td>
<td>Ponca Nation</td>
</tr>
<tr>
<td>Apache Tribe</td>
<td>Kaw Nation</td>
<td>Quapaw Tribe</td>
</tr>
</tbody>
</table>

Table 1 Oklahoma Population by Major Metropolitan Area

3.2.1.5 Urban Areas

Each year DHS identifies areas of the country they determine are at a heightened risk of terrorist attack. These areas are eligible to receive additional funding and assistance through the UASI program. The Central Oklahoma Urban Area Security Initiative (COUASI) includes Oklahoma Homeland Security Regions Six and Eight. Region Six includes Logan, Lincoln, Pottawatomie, Cleveland, McClain and Canadian counties and the cities contained therein. Region Eight encompasses Oklahoma City and Oklahoma County and the cities contained therein. The COUASI Working Group was established in 2005 as required by DHS grant guidance. The Working Group is responsible for coordinating the development and implementation of all program initiatives. The Interoperable Communications Subcommittee was established to examine and address interoperable communications within the Urban Area. To date, nearly $28 million have been awarded to the COUASI.

In the fall of 2008, Tulsa was designated as an Urban Area and was thus able to receive funds under the UASI Program. The Tulsa UASI encompasses Oklahoma Homeland Security Region Seven and includes Tulsa County and the cities contained therein. To date, more than $4 million have been awarded. The Interoperable Communications Subcommittee was established in early 2009, and has since proactively prioritized a number of projects that support communications interoperability throughout Tulsa County. Representatives from both Urban Areas serve on the SIGB.

3.2.1.6 Federally Recognized Tribes in Oklahoma

There are 38 federally recognized tribes in the state of Oklahoma, and many of these tribes provide law enforcement, fire service and Emergency Medical Service (EMS) within their jurisdictions. The federally recognized tribes in Oklahoma are listed in Table 2:

18 Source: Oklahoma Department of Commerce.
19 For additional information regarding the COUASI, visit: www.homelandsecurity.ok.gov.
20 Information for this section was provided by http://www.ok.gov/oiac/Tribal_Nations/index.html.
21 See Appendix E for the Tribal Jurisdictions in Oklahoma. Please note that it is not reflective of the Delaware Tribe of Indians; the latest tribe to be federally recognized.
### Table 2 Federally Recognized Tribes in Oklahoma

<table>
<thead>
<tr>
<th>TRIBE</th>
<th>TRIBE</th>
<th>TRIBE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Caddo Nation</td>
<td>Kialegee Tribal Town</td>
<td>Sac and Fox Nation</td>
</tr>
<tr>
<td>Cherokee Nation</td>
<td>Kickapoo Tribe</td>
<td>Seminole Nation</td>
</tr>
<tr>
<td>Cheyenne and Arapaho Tribes</td>
<td>Kiowa Tribe</td>
<td>Seneca-Cayuga Tribe</td>
</tr>
<tr>
<td>Chickasaw Nation</td>
<td>Miami Nation</td>
<td>Shawnee Tribe</td>
</tr>
<tr>
<td>Choctaw Nation</td>
<td>Modoc Tribe</td>
<td>Thlopthlocco Tribal Town</td>
</tr>
<tr>
<td>Citizen Potawatomi Nation</td>
<td>Muscogee (Creek) Nation</td>
<td>Tonkawa Tribe</td>
</tr>
<tr>
<td>Comanche Nation</td>
<td>Osage Nation</td>
<td>United Keetoowah Band of Cherokees</td>
</tr>
<tr>
<td>Delaware Nation</td>
<td>Otoe-Missouria Tribe</td>
<td>Wichita &amp; Affiliated Tribes</td>
</tr>
<tr>
<td>Delaware Tribe of Indians</td>
<td>Ottawa Tribe</td>
<td>Wyandotte Nation</td>
</tr>
<tr>
<td>Eastern Shawnee Tribe</td>
<td>Pawnee Nation</td>
<td></td>
</tr>
</tbody>
</table>

#### 3.2.2 Geography

##### 3.2.2.1 Total Area

The total area of Oklahoma is 69,903 square miles. The land area is 68,679 square miles, and there are 1,224 square miles of water surface area.

##### 3.2.2.2 Location of State

Oklahoma is bordered by Texas to the south, New Mexico to the west, Colorado to the northwest, Kansas to the north, Missouri to the northeast and Arkansas to the east.

##### 3.2.2.3 Official Eco-Regions

Mile for mile, Oklahoma offers the nation’s most diverse terrain. It is one of only four states with more than 10 Eco-Regions and has by far the most Eco-Regions per mile in America.

##### 3.2.2.4 Topography

The central terrain of Oklahoma is generally made up of plains, varying from nearly flat in the western part of the state, to rolling hills in the central and east-southeast. The plains are broken up by scattered mountainous areas where most points are 600 feet or less above the adjacent landscape. These small mountainous areas include the Wichitas in the southwest, the Arbuckles in the south central area and the Ouachitas in the southeast. Extreme northeast counties are part of the Ozark Plateau, which is marked by steep, rocky river valleys between large areas of hills and rolling plains. Black Mesa, which is located in the far western corner of the Oklahoma panhandle, is the state’s highest elevation at 4,973 feet above sea level. The lowest elevation in the state (287 feet) is located in the far southeast, east of Idabel in McCurtain County. Elevations in Oklahoma are depicted in Figure 3.

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22 Information for this section provided by [http://www.netstate.com/states/geography/ok_geography.htm](http://www.netstate.com/states/geography/ok_geography.htm).

23 Information for this sections provided by [http://www.travelok.com/atv/noflash.asp](http://www.travelok.com/atv/noflash.asp).

24 Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
3.2.3 Major Economic Contributions

3.2.3.1 Energy Production

Fossil fuels are among Oklahoma’s critical economic assets and a cornerstone of the national economy. One in seven jobs in Oklahoma is directly or indirectly supported by the oil and natural gas industry. Oklahoma is the fifth leading producer of crude oil and the third largest producer of natural gas in the nation. Eight percent of the country’s natural gas liquid reserves are located in Oklahoma. There are approximately 80,000 active oil wells in the state, producing some 61 million barrels of oil annually. Oil and natural gas production is a $40 billion industry in Oklahoma.

3.2.3.2 Chief Agricultural Products

The chief agricultural products in Oklahoma include cattle, hogs, poultry, sheep, milk, wheat, hay, sorghum, peanuts and cotton. There were 86,565 farms in Oklahoma as of 2007. Oklahoma ranks fourth in the United States in the production of all wheat for grain, sorghum for grain and cattle and calf production.


26 Information for this section was provided by OERB.

27 Information for this section was provided by the Agricultural Statistics Division, Oklahoma Department of Agriculture and the Oklahoma Almanac 2007/2008, Fifty-First Edition.
3.2.4 Critical Infrastructure

3.2.4.1 Waterways

Within the state of Oklahoma there are over one million surface-acres of water and two thousand more miles of shoreline than the Atlantic and Gulf coasts combined. Oklahoma has 34 major reservoirs and 200 man-made lakes—more than any other state in the nation. All of the major lakes are man-made, developed by the federal government to control flooding and for conservation purposes, navigation, recreation, power and municipal water supply. Lake Texoma crosses the Oklahoma and Texas borders and has a surface area of over 89,000 acres, making it one the largest reservoirs and the most visited in the nation. Lake Eufaula is the largest lake in Oklahoma with over 105,000 surface acres of water. It attracts hundreds of thousands of visitors annually. Other major Oklahoma lakes include Grand Lake O’ the Cherokees, Fort Gibson, Oologah, Kerr, Pine Creek, Broken Bow, Keystone and Tenkiller.

Along with reservoirs and lakes, Oklahoma has many crucial rivers. The Red River begins in the Texas panhandle and flows east, becoming the southern border of Oklahoma. It continues eastward and empties into the Atchafalaya and Mississippi rivers. The Red River is dammed to form Lake Texoma. The Canadian River is another important waterway in the state. It is the largest branch of the Arkansas River and is approximately 760 miles long. It passes just south of Oklahoma City and is dammed to form Lake Eufaula.

Though it is a “land-locked” state, Oklahoma has a very active waterway in the eastern region of the state. The McClellan-Kerr Arkansas River Navigation System (MKARNS) is a 440-mile waterway that is the site of the Ports of Catoosa and Muskogee and Port 33. The Army Corps of Engineers began building the MKARNS in 1952, and the waterway became operational in 1970. Millions of tons of cargo—including sand, rock, fertilizer, wheat, steel and petroleum products—are transported to and from the Oklahoma ports every year. The nation’s most inland waterway system links Oklahoma with domestic and foreign ports via the Ports of New Orleans and Houston along the Arkansas and Mississippi Rivers. Recently, the Ports of New Orleans and Catoosa joined ranks to promote the Arkansas and Mississippi Rivers as an all water route for cargo.

The Ogallala Aquifer is Oklahoma’s largest groundwater basin. It is in the western part of the state and contains 86.6 million acre-feet of water—enough to cover the state two feet deep. The major waterways in Oklahoma are depicted in Figure 4.

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28 Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
3.2.4.2 Major Highway Systems

Three major interstates that span the nation intersect in Oklahoma. These include I-40, I-35 and I-44 which intersect with the other two interstates, run through St. Louis and connects into the I-55 corridor in Chicago. I-40, which begins in California and ends in North Carolina, spans over 300 miles through central Oklahoma. It enters Oklahoma in the west near Sayre and exits Oklahoma in the east at Sallisaw, just outside of Fort Smith, Arkansas. I-35 spans 235 miles through central Oklahoma and runs through a majority of the Oklahoma City metropolitan area, including the cities of Norman, Moore and Edmond. It enters southern Oklahoma at the Texas border and ends in northern Oklahoma at the Kansas border. I-44 spans 329 miles across Oklahoma to the Missouri state line, with portions running parallel to the historic Route 66.

U.S. Highway 69 is another major transportation route that begins in southern Texas, as Highway 87, and ends in Minnesota. It extends throughout the entire state of Oklahoma.

In addition to its many interstates, the state of Oklahoma has 10 toll roads, equaling approximately 606 miles. Oklahoma’s major roadways are depicted in Figure 5.

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3.2.4.3 Bridges

The Oklahoma Department of Transportation (ODOT) maintains approximately 6,728 bridges on the highway system in the state of Oklahoma.

3.2.4.4 Airports

There are two major airports in Oklahoma: Will Rogers World Airport and Tulsa International Airport. There were 123 publicly owned airports; 326 privately-owned landing sites, 116 of which are open to public use; and one privately-owned/public use seaplane base in the state of Oklahoma as of 2005.

Will Rogers World Airport is located in southwestern Oklahoma City and is the principal commercial airport of the Oklahoma City metropolitan area. In 2007, approximately 3.74 million passengers passed through Will Rogers World Airport, making it the busiest airport in the state in terms of passenger traffic. The Federal Aviation Administration (FAA), located on the Will Rogers World Airport grounds, includes the headquarters for the Air Route Traffic Control and Training Academy. It also houses the Mike Monroney Aeronautical Center, which is home to the largest concentration of Department of Transportation personnel outside of Washington, D.C. There are six major facilities located at the Aeronautical Center and they include:

- Civil Aerospace Medical Institute
- FAA Academy
- Civil Aviation Registry
- FAA Logistics Center

31 Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
32 Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
• Transportation Safety Institute
• Transportation Security Administration Security Enforcement Training Academy

The Customs and Border Protection (CBP) facility is also located at the Will Rogers World Airport. The National Air Training Center houses flight training and maintenance operations. Currently, about 250 CBP employees attend aviation-related training at the center each year.

Will Rogers World Airport is also the site of the Federal Transfer Center (FTC) and an air fleet operations center of the Justice Prisoner and Alien Transportation System (JPATS). The FTC is an administrative facility housing male and female holdover offenders. JPATS is a branch of the United States Marshalls Service and is one of the largest transporters of prisoners in the world. It transports sentenced prisoners and aliens who are in the custody of the Federal Bureau of Prisons as well as Bureau of Immigration and Customs Enforcement to hearings, court appearances and detention facilities.

Tulsa International Airport is a city-owned, public-use airport located five miles northeast of the city of Tulsa. It is an American Airlines maintenance headquarters, and was once an important testing and production facility for McDonnell Douglas. Over 3 million passengers travel through Tulsa International Airport every year.

3.2.4.5 Railways

Commercial railways cover 3,770 miles across the state carrying coal, lumber, agricultural products, hazardous materials and other assets to other parts of the United States. The state of Oklahoma has over 100 miles of passenger rails that connect Oklahoma City to Texas.

3.2.4.6 Cushing Pipeline Junction

Located in Cushing, Oklahoma, the Cushing Pipeline Junction is the largest pipeline gathering facility and crude oil trading hub in the nation. Nearly half of the crude oil flowing from the gulf region to the Midwest travels through and is stored at the Cushing Pipeline Junction. The Cushing Pipeline Junction is spread over nine square miles and has crude oil storage capacity at around 33 million barrels, just under 15 percent of the total United States capacity.

3.2.4.7 Military Installations

Several military installations are located in Oklahoma including Fort Sill in Lawton, which is the field artillery training location for all branches of the United States military; Altus Air Force base in Altus; the McAlester Army Ammunition Plant in McAlester; Vance Air Force Base in Enid; and Tinker Air Force Base, located near Oklahoma City.

Tinker Air Force Base is the site of seven major Department of Defense, Air Force and Navy critical national defense missions and employs more than 28,000 civilians. It is also the site of the Oklahoma

33 Information provided by http://www.bop.gov/locations/institutions/okl/index.jsp.
34 Information provided by http://www.justice.gov/marshals/jpats/.
36 Information for this section was provided by http://bartbinning.com/blog/?p=193.
City Air Logistics Center, the largest Air Logistics Center in the Air Force Materiel Command. It provides depot maintenance, management expertise, services and supply chain management as well as installation, services and information support for 31 weapon systems, 10 commands, 93 Air Force bases and 46 foreign nations. The 72<sup>nd</sup> Air Base Wing is the host organization for Tinker Air Force Base. The wing provides base installation and support services for the Oklahoma City Air Logistics Center and more than 45 associate units assigned to six major commands, including the largest flying associate wing in Air Combat Command, the Navy’s Strategic Communications Wing ONE and several Defense agencies.

The McAlester Army Ammunition Plant is located in southeast Oklahoma and is an active Army ammunition production, storage, disposal and training installation. It employs approximately 1,500 civilians and has been in operation for more than 60 years.37

3.2.4.8 Oklahoma’s Weather Network

The National Weather Service (NWS) has two Weather Forecast Offices in Oklahoma; one is located in Norman and another is in Tulsa. The NWS plays a crucial role in maintaining the safety of Americans affected by weather hazards by issuing warnings and providing severe weather information.

The National Weather Center (NWC), located in Norman, is a unique confederation of federal, state, local and University of Oklahoma organizations that work together in partnership to improve understanding of events occurring in the Earth’s atmosphere over a wide range of time and space scales, in order to help reduce loss of life and property due to hazardous weather.38

The Oklahoma Mesonet is a world-class network of environmental monitoring stations that measure soil and atmospheric variables 24 hours a day, 365 days a year. The Mesonet is a collection of 116 towers, at least one in each county, equipped with sensors and configured to automatically relay data to a central collection point. The Mesonet monitors air and soil temperature, relative humidity, wind speed and direction, solar radiation and precipitation at each of its sites. Many of the sites measure other information of agricultural or other scientific interest. Observations are made and transmitted every five minutes. Reports are carried from the field sites to the central processing computer by a combination of radio and the dedicated high-speed telephone lines of the Oklahoma Law Enforcement Telecommunications System.39

3.2.5 Natural Hazards

3.2.5.1 Tornadoes40

On average, 53 tornadoes occur in the state of Oklahoma annually, with 15 considered significant. The highest annual number of tornadoes on record occurred in 1999 when 145 tornadoes were recorded. Over $2 billion in damages was accrued between 1950 and 2006.

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38 Information provided by the NWC.
40 Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
3.2.5.2 Flooding

Oklahoma lies entirely within the drainage basin of the Mississippi River, and flash flooding remains a serious threat. This is particularly true in urban areas where development and removal of vegetation have increased runoff.

3.2.5.3 Drought

Drought episodes can last from a few months to several years, elevating wildfire danger and impacting municipal water use. Seasonal droughts can occur at any time of the year, and those that coincide with crop production cycles can cause billions of dollars of damage to the farm economy. Multi-season and multi-year episodes can severely impact large reservoirs, stream flow and groundwater. Because regional drought or deluge is a frequent part of Oklahoma’s climate, too much or too little can severely impact agri-business, reservoir management and even municipal water supplies.

3.2.5.4 Wildfires

Wildfires are a normal part of Oklahoma’s climate cycle. During periods of decreased precipitation, Oklahoma can become susceptible to severe wildfire outbreaks.

3.2.5.5 Earthquakes

Earthquakes are not uncommon in the state of Oklahoma. According to the Oklahoma Geological Survey (OGS), 2010 has been a very active year in the state with more than 200 earthquakes recorded. The largest occurred at Noble on October 13, 2010, and was recorded as a magnitude 4.7 by OGS. The largest earthquake ever recorded in the state occurred at El Reno on April 9, 1952, and was a magnitude 5.5.

3.2.5.6 Winter Storms

Freezing rain and snow can also be a potential weather hazard in the state of Oklahoma. Major winter storms occurred in the winters of 2000-2002, 2007 and 2009-2010. On December 24, 2010, the vast majority of Oklahoma was issued a Blizzard Warning which subsequently led to one of the largest snowfalls in the Oklahoma City Metro Area. According to the NWS, the Christmas Eve Blizzard produced up to ten inches of snowfall in many areas of the state with wind gusts up to 60 miles per hour. Travel came to a standstill with all interstates and airports closed. Governor Henry declared a state of emergency for all 77 Oklahoma Counties. Nine fatalities were reported after the storm. Winter storm events such as the Christmas Eve Blizzard make transportation hazardous and have the potential to damage critical infrastructure.

3.2.6 Major Disasters in Oklahoma

Oklahoma has suffered from both natural and man-made disasters and has the highest number of disasters per capita nearly every year. Between 2009 and 2010, seven Presidential Disaster Declarations

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31 Information for this section was provided by OGS.
32 Information for this section was provided by the NWS.
were issued for wildfires, flooding, severe storms and tornadoes, straight-line winds and severe winter storms.

3.2.6.1 Alfred P. Murrah Federal Building Bombing

In 1995, Oklahoma City suffered the largest domestic terrorist attack on American soil. The Alfred P. Murrah Federal Building, located in downtown Oklahoma City, was the site of a calculated explosion that killed 168 people and injured hundreds more. Critical information was passed between first responders via couriers with hand-written notes due to the lack of adequate communications interoperability. The terrorists were Americans. Timothy McVeigh was arrested, charged, convicted and executed for his role in the bombing. Terry Nichols was convicted on both federal and state murder charges and was subsequently sentenced to life in prison.

3.2.6.2 May 3, 1999, Tornado Outbreak

On May 3, 1999, Oklahoma experienced 75 tornadoes in just 21 hours, resulting in 46 deaths and 800 injuries. More than 8,000 homes were destroyed and the damage total reached nearly $1.5 billion. A devastating tornado occurred in the Oklahoma City Metropolitan Area, and radar observations indicated winds of 318 miles per hour, making it the strongest tornado ever recorded.

3.2.6.3 University of Oklahoma Bombing

In 2005, the University of Oklahoma in Norman experienced an explosion outside of the Gaylord Family Memorial Stadium during a nationally televised football game with more than 85,000 people in attendance. A University of Oklahoma engineering student who had several pounds of the improvised explosive triacetone triperoxide (TATP) in a backpack died in the event.

3.2.6.4 I-40 Bridge Collapse

An accidental man-made disaster occurred on May 26, 2002, when a 600 foot section of the I-40 bridge collapsed, causing eight cars and three semi-tractor trailer rigs to plunge into the Arkansas River 60 feet below. The National Transportation Safety Board investigated the accident and determined a towboat pushing two empty barges up the MKARNS en route to the Port of Catoosa was responsible. The captain lost consciousness, causing the boat to veer off course and strike a pier, leading to the collapse. Fourteen people were killed and five were injured. Damages exceeded $30 million.

3.2.6.5 2009 Wildfires

Two major wildfire events occurred in the spring of 2009. The first, which took place near Taloga, destroyed more than 50,000 acres of land and caused the evacuation of 400 people. Eighteen fire departments were on the scene. The next substantial wildfire took place across nine counties in central and south-central Oklahoma, particularly devastating the Midwest City area. Three people were killed and 100 homes were destroyed. I-35 was closed for several hours due to the blaze.\(^43\)

\(^43\) Information provided by MSNBC.
3.3 Regional System

Due to the large number of counties in Oklahoma and the diverse homeland security needs throughout the state, OKOHS determined that a regional approach for homeland security planning was needed. There are eight Oklahoma Homeland Security Regions. These regions have become the focal point for many areas of preparedness planning such as EMS and public health. Each region has an Oklahoma Homeland Security Regional Advisory Council, as required by the passage of the Oklahoma Homeland Security Act of 2004 (74 Oklahoma Statutes §51.3). The councils are multi-disciplinary, multi-jurisdictional and provide OKOHS with local input on homeland security issues and initiatives including the SCIP.

The Oklahoma Homeland Security Regions also form the basis of the Oklahoma Regional Response System (RRS). The RRS is the cornerstone of all response efforts in Oklahoma. Whether the incident is manmade or natural—involves hazardous materials or agricultural products—the RRS is equipped and trained to respond. Oklahoma’s state of the art, first of its kind all-hazards RRS is currently comprised of 108 units and more than 800 team members from multiple disciplines and multiple jurisdictions. The system was born out of the desire to blanket the entire state with a basic response capability and provide tactical interoperable communications solutions. While Oklahoma’s major metropolitan areas have the resources and personnel to respond to any disaster, there are people and critical infrastructure in rural Oklahoma that require and deserve the same level of protection.

The RRS is designed with different levels of specialized units capable of responding to Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) incidents as well as agricultural emergencies, technical rescue incidents, medical emergencies and natural disasters. The units were strategically placed across Oklahoma to allow for the most efficient response anywhere in the state. A major objective of the Tactical Communications Task Force (TCTF) is to ensure that all RRS units are standardized and interoperable providing for a more effective and organized response.

4 Methodology

This SCIP was written with the oversight of OKOHS through recommendations of the SIGB and its working groups. The support from public safety leadership across Oklahoma is critical to the successful implementation of the SCIP. To ensure that communications interoperability planning efforts are locally-driven, Oklahoma created a system of governance that is representative of various public safety responders from different levels of government across the state. OKOHS has hired a full-time Statewide Interoperable Communications Planning Coordinator to be the POC for the SCIP. The Statewide Interoperable Communications Planning Coordinator maintains regular contact with each member of the SIGB to ensure continued support of the statewide plan.

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44 See Appendix F for the Oklahoma Regional Response System Area Map.
45 Additional information regarding Oklahoma’s Regional Response System can be found on the Oklahoma Office of Homeland Security’s Website: www.homelandsecurity.ok.gov.
46 See Section 6.5.2 for additional information regarding the TCTF.
The SIGB meets on a quarterly basis to discuss communications interoperability improvements across the state. Throughout the year, input pertaining to the SCIP is requested from SIGB members and other working groups by OKOHS in order to ensure a locally-driven process for all SCIP updates. The groups that participated in the development of this plan include OKOHS, the SIGB and its working groups.

4.1 Process for Annual Review and Revision of the SCIP

This SCIP will be updated annually to keep stakeholders current on all communications interoperability planning efforts across the state. Figure 6 depicts the process that will be followed before each revision of the SCIP.

4.2 Scope and Timeframe

Oklahoma’s SCIP will be updated on an annual basis to reflect progress in communications interoperability improvements across the state. Therefore, the timeframe for this plan is one year. With the recommendations from the SIGB and other stakeholders across the state of Oklahoma, OKOHS will be responsible for the oversight and maintenance of this plan.

The scope of the 2010 SCIP includes the vision, goals, objectives, implementation steps and strategic initiatives for addressing communications interoperability in the following elements:

- Governance
- SOPs
- Technology
- Training and Exercise
All objectives, implementation steps and strategic initiatives will be completed as funding and resources allow. The scope of this plan will change as the planning process matures. As new information is integrated into the planning process, and as other conditions change, this SCIP will be updated accordingly with recommendations from the SIGB and its working groups.

### 4.3 SCIP Point of Contact

To effectively implement the SCIP, OKOHS hired a full-time Statewide Interoperable Communications Planning Coordinator and an Assistant Statewide Interoperable Communications Planning Coordinator. These two positions make up the Statewide Interoperable Communications Planning Division and serve as the POCs for managing the development, planning, implementation and maintenance of the SCIP. The Statewide Interoperable Communications Planning Coordinator also serves as the chair of the SIGB. Their contact information is:

**PRIMARY**

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<th>Nikki Cassingham</th>
<th>Chelsea Grogan</th>
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</table>

### 5 Strategy

The Oklahoma Homeland Security State Strategy was developed in 2004 and updated in 2006 to align with DHS national priorities. The Strategy has identified communications interoperability as a primary goal. OKOHS is currently updating the Strategy, and it will become available in 2011. Each year during the application of DHS grant funds, OKOHS Investment Justifications have reflected that priority and have sought funds to improve communications interoperability across the state. Oklahoma remains committed to achieving the state and national priorities of seamless communications interoperability.

Based upon discussions with the SIGB, working groups and stakeholders at the local, regional, tribal, state and federal level, OKOHS has determined that a comprehensive Interoperable Communications Strategy, as a supplement to the Oklahoma Homeland Security Strategy, must be developed. Drawing upon the framework of the SAFECOM Interoperability Continuum, while remaining cognizant of Oklahoma’s specific needs, OKOHS has developed the following long-term Interoperable Communications Strategy.
5.1 Interoperability Vision

All public safety entities in the state of Oklahoma will possess the knowledge, resources and technology to seamlessly communicate as authorized through voice and data, on demand and in real-time, during day-to-day operations and public safety events. This operating environment would ensure the effectiveness of response capabilities to mitigate potential damage to life and property that could occur from the inability to properly communicate.

5.2 Mission

To support the highest level of communications interoperability for all public safety entities throughout the state of Oklahoma by fostering an effective organizational structure to oversee that proper planning, training and resources are provided to responders at all levels.

5.3 Goals, Objectives and Implementation Steps

All goals in this plan are interrelated and crucial to fulfilling the vision for interoperable communications success across the state of Oklahoma. The goals are also aligned to the SAFECOM Interoperability Continuum. Each objective in this plan is described as either short- or long-term. Short-term objectives are intended for completion in the next two years and long-term objectives are estimated to be completed after two years.

5.3.1 Goal 1

Create and utilize a number of Regional Committees working with a Statewide Interoperability Governance Committee.

**Objective 1.1** Establish OKOHS as the central point of contact for statewide communications interoperability planning and coordination efforts. *Short-term*

**Status:** Completed 2007

**Objective 1.2** Determine Governance Structure. *Short-term*

**Status:** Initially Completed 2007, Revised May 2009

**Objective 1.3** Formalize the SIGB. *Short-term*

**Status:** Completed December 2009

**Objective 1.4** Determine and establish necessary working groups. *Short-term*

**Status:** Ongoing
Objective 1.5 Engage regional representatives during the development of the SCIP and its subsequent updates. *Long-term*

**Status:** Ongoing

**Implementation Steps:**

1. Inform the Oklahoma Homeland Security Regional Advisory Councils about the SCIP. (Ongoing)
2. Determine the structure for regional communications processes. (Ongoing)

Objective 1.6 Develop and implement a process for informing policy makers and practitioners about communications interoperability issues and SCIP progress. *Long-term*

**Status:** In Process

**Implementation Steps:**

1. Publish SCIP annually. (Ongoing)
2. Provide information and education on the SCIP. (Ongoing)
3. Create and continually update an Interoperable Communications Website. (Ongoing)
4. Distribute an Interoperable Communications newsletter to stakeholders. (Ongoing)
5. Develop an outreach campaign for Interoperable Communications issues. (In Process)
6. Inform state and local public safety practitioners about the NECP Goal 2 data collection requirements. (In Process)
7. Inform state and local public safety practitioners about the narrowbanding mandate and requirements. (In Process)

5.3.2 Goal 2

SOPs are developed and modeled to conform to the elements of the National Incident Management System (NIMS).

Objective 2.1 Conduct an assessment of current state SOPs. *Short-term*

**Status:** Completed October 2009

Objective 2.2 Determine the gaps in Interoperable Communications SOPs. *Short-term*

**Status:** Completed December 2010
Objective 2.3  Develop SOPs to address the gaps in Interoperable Communications SOPs. 

*Short-term*

**Status:**  In Process

**Implementation Steps:**

1. SOP Committee reviews OEC templates. (Completed April 2010)
2. Modify OEC templates as appropriate for local agencies. (Completed April 2010)

Objective 2.4  Develop an Interoperable Communications Field Guide based on local and regional SOP templates. *Short-term*

**Status:**  Completed December 2010

Objective 2.5  Develop an outreach campaign for the implementation of the new SOPs. *Short-term*

**Status:**  In Process

**Implementation Steps:**

1. Distribute Field Guide with SOP templates. (Pending)
2. Inform the Oklahoma Homeland Security Regional Advisory Councils about the SOP Template. (Pending)

5.3.3  Goal 3

A standards-based shared system is developed for voice communication and implemented statewide.

Objective 3.1  Conduct a capabilities assessment of state-owned communications assets. *Short-term*

**Status:**  Completed March 2008

Objective 3.2  Conduct and evaluate a capabilities assessment of local-owned communications assets. *Short-term*

**Status:**  Completed October 2009
Objective 3.3  Enhance and sustain a statewide shared 700/800 megahertz (MHz) proprietary system (Oklahoma Wireless Information Network [OKWIN]). *Long-term*

**Status:** Ongoing

**Implementation Steps:**

1. Add users to existing footprint. (Ongoing)
2. Continue to expand footprint across the state. (Ongoing)
4. Upgrade existing users from analog to P25 digital. (In Process)
5. Maintain the operational readiness of OKWIN System. (Ongoing)
6. Develop a strategy to link other 700/800 shared proprietary systems to the OKWIN System. (In Process)

Objective 3.4  Enhance and sustain other 700/800 MHz shared proprietary systems. *Long-term*

**Status:** Ongoing

**Implementation Steps:**

1. Add users to existing footprint. (Ongoing)
2. Expand footprint. (Ongoing)
3. Upgrade existing infrastructure from analog to P25 digital. (In Process)
4. Upgrade existing users from analog to P25 digital. (In Process)
5. Maintain operational readiness. (Ongoing)
6. Develop a strategy to link the OKWIN System to the other 700/800 MHz shared proprietary systems. (In Process)

Objective 3.5  Collaborate with existing Ultra High Frequency (UHF) and Very High Frequency (VHF) legacy systems. *Short-term*

**Status:** Ongoing

**Implementation Steps:**

1. Frequency coordination for template development. (In Process)
2. Inform system owners about the narrowbanding mandate and requirements. (In Process)
3. Utilize the narrowbanded nationwide interoperability channels. (In Process)
4. Develop and implement a Cross-Band Stack repeater system. (In Process)
5. Determine tactical communications interoperability needs. (In Process)
Objective 3.6  Develop a communications strategy for amateur radio systems. Short-term

Status: Pending

Implementation Steps:

1. Determine existing capabilities. (Pending)
2. Develop a strategy for the utilization of amateur radio assets. (Pending)
3. Identify the potential usefulness of emerging technologies. (Pending)

Objective 3.7  Develop and implement a Strategic Technology Reserve (STR). Long-term

Status: In Process

Implementation Steps:

1. Enter into an agreement with the city of Oklahoma City. (Completed)
2. Develop design specifications. (Completed)
3. Purchase STR. (Pending)
4. Develop an operating agreement. (Pending)
5. Inform stakeholders about the STR asset. (Pending)

Objective 3.8  Utilize the RRS to provide communications during multi-agency events. Long-term

Status: Ongoing

Implementation Steps:

1. Determine RRS capabilities. (In Process)
2. Determine RRS gaps. (In Process)
3. Address RRS gaps. (In Process)

Objective 3.9  Develop and implement voice technology standards. Short-term

Status: In Process

Implementation Steps:

1. Determine the authority for issuing public safety communications interoperability standards. (Completed May 2009)
2. Convene a Standards Working Group. (Completed September 2009)
3. Develop and implement a phased strategy. (Completed November 2009)
4. Publish standards annually. (In Process)
5. Develop an outreach campaign to educate stakeholders. (In Process)

5.3.4 Goal 4

A two-way standards-based sharing data system is developed and implemented statewide.

**Objective 4.1** Create a data working group to examine data requirements for communications interoperability. *Long-term*

**Status:** In Process

**Implementation Steps:**
1. Coordinate with the state Chief Information Officer (CIO). (In Process)
2. Determine stakeholders. (In Process)
3. Conduct meetings. (In Process)
4. Stakeholders to make recommendations to the SIGB. (Pending)

**Objective 4.2** Assess current public safety communications interoperability data capabilities. *Long-term*

**Status:** In Process

**Implementation Steps:**
1. Coordinate with the state CIO and utilize the state Information Technology (IT) assessment. (In Process)

**Objective 4.3** Determine current public safety communications interoperability data gaps. *Long-term*

**Status:** Pending

**Implementation Steps:**
1. Review assessment. (Pending)
2. Make recommendations to the SIGB. (Pending)

**Objective 4.4** Develop a long-term data strategy for public safety communications interoperability. *Long-term*

**Status:** Pending
Implementation Steps:

1. Coordinate with the state CIO. (In Process)
2. Convene data working group. (In Process)
3. Develop recommended data technology standards. (Pending)

5.3.5 Goal 5

A regular comprehensive statewide Training and Exercise Program is developed and implemented.

Objective 5.1 Determine current communications interoperability training needs. *Short-term*

**Status:** In Process

Implementation Steps:

1. Create a Training and Exercises Committee on the SIGB. (Completed May 2009)
2. Meet with Oklahoma Homeland Security Regional Advisory Councils and regional and statewide working groups for assistance in identifying training and exercise needs. (In Process)

Objective 5.2 Incorporate communications training needs into existing OKOHS Training and Exercise program. *Long-term*

**Status:** Ongoing

Implementation Steps:

1. Utilize the OKOHS Training and Exercise calendar. (Ongoing)
2. Market communications training when available. (Ongoing)
3. Identify new training and exercises as needed. (Ongoing)

Objective 5.3 Incorporate communications objectives into exercises conducted. *Long-term*

**Status:** Ongoing

Implementation Steps:

1. Utilize the OKOHS Training and Exercise calendar. (Ongoing)
2. Ensure that exercises funded by OKOHS contain communications objectives as a condition of funding. (Ongoing)
3. Conduct training and exercises on a regular basis. (Ongoing)
5.3.6  Goal 6

Interoperable communications systems are used every day statewide for managing routine and emergency incidents.

Objective 6.1  Conduct and evaluate the usage capacity as part of the capabilities assessment of local-owned communications assets. **Short-term**

**Status:** Completed October 2009

Objective 6.2  Establish a process to evaluate the effectiveness of current communications systems equipment. **Long-term**

**Status:** In Process

**Implementation Steps:**

1. Create a task force to address tactical communications. (Completed September 2009)
2. Evaluate the effectiveness of the Regional Response System. (In Process)
3. Evaluate the effectiveness of state response units. (Pending)
4. Evaluate the effectiveness of multi-agency response. (Pending)

5.3.7  Goal 7

A comprehensive funding strategy is developed and managed to implement the elements of the SCIP and is updated annually.

Objective 7.1  Seek state funding for interoperable communications planning and infrastructure. **Long-term**

**Status:** Ongoing

**Implementation Steps:**

1. Develop an interoperable communications budget request. (Annually in October)
2. Submit a budget request to the Governor. (No later than October of every year)
3. Submit a budget request to the Oklahoma Legislature. (Annually in December)
4. Advocate for and track status of budget request. (Annually in May)
Objective 7.2  Review and apply for funding opportunities for interoperable communications for the federal HSGP and other available federal grant programs. *Long-term*

**Status:** Ongoing

**Implementation Steps:**

1. Identify federal funding streams. (Ongoing)
2. Review funding guidance. (Ongoing)
3. Draft necessary documentation. (Ongoing)
4. Submit application. (Ongoing)

Objective 7.3  Develop a comprehensive long-term funding strategy for interoperable communications in the state of Oklahoma. *Long-term*

**Status:** Ongoing

**Implementation Steps:**

1. Review past, present and future federal funds. (Ongoing)
2. Review past, present and future state funds. (Ongoing)
3. Review past, present and future local funds. (Ongoing)
4. Determine priorities for implementation of the strategy. (Ongoing)
5. Identify gaps in funding. (Ongoing)
6. Research other funding opportunities. (Ongoing)
7. Develop a funding strategy. (Ongoing)

5.4  **2010-2011 Strategic Initiatives**

The 2010-2011 strategic initiatives are specific projects that are intended to improve communications interoperability in Oklahoma and ultimately reach the state’s vision for statewide communications interoperability. All strategic initiatives support the goals and objectives in the Oklahoma SCIP and are aligned to the SAFECOM Interoperability Continuum. Below are the strategic initiatives Oklahoma is in the process of implementing statewide.

5.4.1  **Governance Initiatives**

**Initiative 1:** Develop and implement a process for educating public safety practitioners regarding communications interoperability issues and the Oklahoma SCIP.

5.4.2  **Standard Operating Procedures Initiatives**

**Initiative 2:** Develop and implement SOPs for all eight Oklahoma Homeland Security Regions.
Initiative 3: Develop and distribute an Oklahoma Field Operations Guide (OKFOG).

5.4.3 Technology Initiatives

Initiative 4: Conduct and evaluate a capabilities assessment of local-owned communications assets.

Initiative 5: Create and adopt a statewide plan for statewide narrowband compliance.

Initiative 6: Develop and implement an STR.

Initiative 7: Enhance and sustain a statewide shared 700/800 MHz system including infrastructure upgrades, additional coverage and additional users.

Initiative 8: Develop and implement plans for continued support of legacy systems through interfaces.

Initiative 9: Develop and implement migration plans for moving from existing technologies to newer technologies.

Initiative 10: Enhance and sustain tactical communications assets.

Initiative 11: Develop and Implement Voice and Data Technology Standards for Oklahoma state agencies.

Initiative 12: Create and sustain a fixed mutual aid Cross-Band Stack repeater system.

5.4.4 Training and Exercise Initiatives

Initiatives 13: Integrate communications components into regularly scheduled exercises.

Initiative 14: Develop and implement a process for training, exercising and deploying Communications Unit Leader (COML) personnel across the state.

5.4.5 Usage Initiatives

Initiative 15: Create and utilize the TCTF to evaluate the interoperable communications capability of the Regional Response System.

Initiative 16: Assess all Oklahoma counties through a regional process to ensure fulfillment of NECP Goal 2: “75% of non-UASI jurisdictions provide response-level emergency communications within one hour for routine events involving multiple jurisdictions and agencies.”

6 Implementation of Strategy

This section provides additional information regarding the implementation of Oklahoma’s strategic initiatives and other efforts to fulfill the goals and objectives described in this SCIP.
6.1 Governance

In 2007, Governor Brad Henry issued Executive Order 2007-42 directing OKOHS to oversee the development and implementation of the SCIP. Governor Henry recognized the need for a single point of contact for all matters involving interoperable communications planning. OKOHS is also the SAA for federal homeland security funds.

In order to address the status of interoperability in the state of Oklahoma and comply with national standards, OKOHS originally established the OIEC and the Governance Working Group (GWG) in 2007. OKOHS recognized that this governance structure was too hierarchical in nature and that a governance structure where each component was at the same level of authority would lead to more valued participation in the state of Oklahoma. In May 2009, OKOHS held a Technical Assistance Workshop to examine the governance structure. Per recommendations from the Technical Assistance Workshop, the governance structure was revised to adopt the standards established by OEC.

OKOHS combined the OIEC and the GWG into a single body, and the current governance structure is referred to as the SIGB. It was also recommended that a Funding Committee and an Outreach Committee be added to the governance structure to support Oklahoma’s specific needs. The SIGB includes six subcommittees: Training and Exercise, Outreach, Funding, Standard Operating Procedures, Usage and Technology. Each subcommittee is aligned to SAFECOM’s Interoperability Continuum, allowing for equal focus to be given in the effort to reach the optimal level of each lane. The SIGB represents a diverse group of various public safety officials from different levels of government across the state and creates a foundation for allowing each of Oklahoma’s eight homeland security regions to identify their unique needs and contribute to statewide solutions. The organization of the SIGB is depicted in Figure 7.

See Appendix G for the SIGB Charter.
Each component of the current governance structure is at the same level, allowing for equal participation and authority from all members. The SCIP remains in the center of the SIGB, as it is the basis for all communications interoperability planning in the state. This governance approach is inclusive and encourages transparency, accountability and collaboration.

### 6.1.1 Outcomes

The desired outcomes of the SIGB are to:

- Advise OKOHS on the annual revisions of the SCIP
- Advocate for the implementation of the SCIP across the state of Oklahoma
- Suggest best practices, policies, procedures and protocols for interoperable communications
- Ensure that training opportunities for interoperable communications are available to all necessary and authorized public safety practitioners
- Identify and recommend future technologies that could enhance the interoperable communications capability in the state of Oklahoma
- Develop an effective outreach campaign to inform public safety personnel across the state about communications interoperability issues
- Make recommendations on the creation of statewide SOPs
- Ensure that appropriate and effective training and exercise programs are developed to encourage daily usage across the state
6.1.2 Membership

The following disciplines represent the SIGB as voting members and were asked to provide input on the development of this plan:

- Law Enforcement*
- Fire Service (including volunteer fire service)*
- EMS
- Emergency Management*
- Oklahoma Department of Public Safety
- Federal Agency
- OKWIN Project Manager
- OKWIN Owner*
- Harris (M/A-Com) Owner
- Federally Recognized Tribe**
- Department of Health
- Military
- Oklahoma Homeland Security Region 1
- Oklahoma Homeland Security Region 2
- Oklahoma Homeland Security Region 3
- Oklahoma Homeland Security Region 4
- Oklahoma Homeland Security Region 5
- COUASI
- Tulsa Urban Area Security Initiative
- ODOT
- CIO

*Both state and local jurisdictions will represent these disciplines. (Law enforcement includes a representative from the county level in addition to local and state representatives.)

**Tribal representation includes more than one discipline.

The following disciplines represent the SIGB as non-voting members:

- Statewide Interoperable Communications Planning Coordinator
- Non-governmental organization (NGO)
- Utilities

To the extent possible, the following jurisdictional levels are reflected on the SIGB:

- Local
- County
- Tribal
- State
- Federal
- NGO
6.1.3 Meeting Schedule

Beginning in January 2011, the SIGB will continue to conduct quarterly meetings on the second Thursday of January, April, July and October at 9:30 a.m. Additional meetings may be called when necessary. Meetings will take place at facilities designated by OKOHS. The meeting schedule for 2011 is as follows:

- January 13th
- April 14th
- July 14th
- October 13th

6.1.4 Outreach

To ensure the continued participation in communications interoperability planning by members of the SIGB and other stakeholders across Oklahoma, OKOHS plans to develop and implement a statewide outreach campaign. In May 2009, a subcommittee of the SIGB was formed to address communications interoperability outreach initiatives and provide recommendations to OKOHS. OKOHS will further enhance the Interoperable Communications Webpage and continue to issue the Oklahoma Interoperability Newsletter for all stakeholders in Oklahoma throughout 2011. Through these initiatives, OKOHS hopes to engage stakeholders in communications interoperability planning and keep stakeholders and policy makers informed of the implementation of the SCIP.

6.1.4.1 Interoperable Communications Webpage

The Statewide Interoperable Communications Planning Division has created a Webpage dedicated to statewide interoperable communications planning in Oklahoma. It is located within the Oklahoma Office of Homeland Security’s Website and includes a wealth of information about planning efforts and initiatives, recent news, details regarding upcoming events and a secure portal for authorized SIGB members to view important information. The Interoperable Communications Webpage is updated on a regular basis.

6.1.4.2 Quarterly Newsletter

The Oklahoma Interoperability Newsletter is designed to be a source of information, news and updates for stakeholders committed to public safety communications interoperability in the state of Oklahoma. It is issued by OKOHS electronically on a quarterly basis, and it is also posted to the Interoperable Communications Webpage for public access. Oklahoma stakeholders are encouraged to contribute to the newsletter. Past and current issues of the Oklahoma Interoperability Newsletter are available on the Interoperable Communications Webpage.

6.1.4.3 SCIP Implementation Workshop

On February 10, 2010, OKOHS, in collaboration with representatives from OEC, held a workshop that brought together more than fifteen state and local public safety officials from across Oklahoma. The

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48 The Interoperable Communications Webpage is located within the OKOHS Website at ioc.ok.gov.  
49 To view past and current issues of the Oklahoma Interoperability Newsletter, visit ioc.ok.gov.
purpose of the workshop was to further implement the SCIP and improve statewide interoperable communications capabilities, with a specific focus on outreach. The outcome of the workshop was the development of tools and methodologies that will help stakeholders develop an outreach plan that builds understanding, buy-in and enthusiasm around the activities of the Oklahoma SCIP. Attendees helped to identify specific priority audience categories and then recommended an outreach strategy for each category. The Statewide Interoperable Communications Planning Division will continue to work with members of the SIGB to implement the outreach strategy that was developed during the SCIP Implementation Workshop.

### 6.2 Standard Operating Procedures

Due in part to limited authority, planning and collaboration among public safety entities and regions, SOPs exist only on a sporadic basis in Oklahoma. In some areas of the state, local emergency management agencies are helping other jurisdictions develop inter-jurisdictional SOPs. Fortunately, with the new governance structure now in place, the collaboration between agencies, along with full-time leadership from the Statewide Interoperable Communications Planning Division, SOPs are in process of being developed and implemented. Specifically, two projects are in progress to address the need for SOPs in the state of Oklahoma: a campaign to develop regional SOPs from a template created during a Technical Assistance Workshop and the development of OKFOG.

#### 6.2.1 Regional Standard Operating Procedures Development

On April 28, 2010, a Technical Assistance Workshop was held in Oklahoma City to discuss regional SOP development for the state of Oklahoma. The outcome of the workshop was the development of an SOP for implementation in Oklahoma Homeland Security Region One. This SOP will be used as a template for the remaining seven Oklahoma Homeland Security Regions—a main focus for the SIGB’s SOP Committee throughout 2011.

#### 6.2.2 Oklahoma Field Operations Guide

Beginning in January 2010, OKOHS contracted with the consulting firm, L.R. Kimball, to develop the OKFOG. The purpose of the OKFOG will be to serve as a quick reference for responders in the field. It will include NIMS-compliant SOPs by Oklahoma Homeland Security Region and by county. The OKFOG will also include frequency information for any responder to use statewide during a public safety event, regardless of what radio system is utilized. The SOP Committee of the SIGB has been working closely with the consulting firm, L.R. Kimball, and the Statewide Interoperable Communications Planning Division to provide recommendations for the development of the OKFOG.

In addition to being a technical resource for first responders, the OKFOG will serve as an SOP for the public safety entities that do not have any documented SOPs established. The OKFOG promotes the use of nationwide interoperability channels as a mutual aid solution between agencies. It is expected that the OKFOG will be distributed during the first quarter of 2011. The development of SOPs will remain a high priority for the state of Oklahoma.
6.3 Technology

In May 2009, a subcommittee of the SIGB was formed to specifically address technology issues facing communications interoperability in Oklahoma. The Technology Committee researches emerging technologies and ensures that the state is complying with national standards such as the narrowbanding mandate. This committee makes recommendations to OKOHS regarding technology issues in the state and assists OKOHS in the annual update of the SCIP.

Historically, the voice elements of the SAFECOM Interoperability Continuum have been the primary focus of public safety entities attempting to improve communications interoperability. As technology evolves, the need for seamless data interoperability between public safety entities is proving to be just as critical as effective voice interoperability. OKOHS is working closely with the SIGB and its working groups to develop an all encompassing plan to address the short-term and long-term goals for data interoperability.

6.3.1 Voice and Data Interoperability Overview

In the state of Oklahoma, voice interoperability remains the priority, while it is recognized that data will play a more critical role in the near future. The state’s current long-term strategy for data is still being developed. The 2010 SCIP will focus on voice interoperability.

Voice interoperability in Oklahoma varies regionally and from agency to agency. A majority of agencies in urban Oklahoma participate in proprietary shared systems. Brief descriptions of the three proprietary shared systems are listed in Table 3:

<table>
<thead>
<tr>
<th>SYSTEM NAME</th>
<th>BAND</th>
<th>DESCRIPTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oklahoma Wireless Information Network (OKWIN)</td>
<td>800 MHz</td>
<td>OKWIN is a forty-two site, 800 MHz trunked public safety communications radio system. OKWIN is a partnership between the city of Edmond, city of Norman, city of Shawnee, city of Tulsa, city of Owasso and the Oklahoma Department of Public Safety (DPS). All infrastructure equipment is owned and maintained by the OKWIN partners. The OKWIN system provides coverage to 70 percent of Oklahoma’s population. Coverage spans along I-44 from the Texas border to the Missouri border and spans south of Oklahoma City along I-35 to just north of Love County, near the Texas border. Additional sites are being added in Muskogee, Cherokee and Delaware Counties. Oklahoma’s three largest metropolitan areas are located within the coverage area of the OKWIN system. There are more than 520 agencies and 25,000 handheld and mobile radios currently operating on the OKWIN system.</td>
</tr>
</tbody>
</table>

50 The OKWIN Website is available at [okwin.ok.gov](http://okwin.ok.gov).
The first five sites of the OKWIN system were installed in the Oklahoma City metropolitan area by DPS in the early 1980s. Additional sites in the Tulsa Metropolitan area were added to the network when the DPS and the city of Tulsa agreed to merge their two respective systems into a single system in the mid 1990s. Federal funding from the Homeland Security and Community Oriented Policing Services Grant Programs were used to integrate the cities of Edmond, Norman, Owasso and Shawnee’s existing 800 MHz trunked communication systems into the OKWIN system.

The OKWIN system is currently implementing the first of a three phase plan to upgrade to a standards-based P25 shared system. Briefly, the three phases of the OKWIN expansion are described as: 1) Upgrade core infrastructure to P25\(^{51}\) 2) Upgrade subscriber units to P25 and 3) Upgrade tower infrastructure to P25.\(^{52}\)

Upon fully migrating to a P25 shared system, the OKWIN network will be able to integrate with other P25-compliant systems located internal and external to Oklahoma. P25 will also allow public safety entities to purchase radio equipment from multiple vendors. OKWIN is also working with the Arkansas Wireless Information Network to connect the two systems utilizing P25 technology. The scope of this endeavor is still in the development process.

<table>
<thead>
<tr>
<th>SYSTEM NAME</th>
<th>BAND</th>
<th>DESCRIPTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oklahoma City Radio System</td>
<td>800 MHz</td>
<td>Operating in both digital and analog modes, the Oklahoma City Radio System is comprised of two rings of Harris Corporation’s EDACS Provoice simulcast. The inner ring, known as the Core System covers the majority of Oklahoma City with seven sites and was designed for in-building penetration. The outer ring, or Wide System, covers the majority of the city limits with six sites located further out than the Core System and is designed for handheld use outdoors. These two systems are tied together by a Harris Integrated Multi-Site Controller (IMC) and operate as one system, providing 95 percent handheld coverage to more than 1,100 square miles. Units on the Core System can communicate with units on the Wide System. The IMC also functions as a gateway to many channels and talkgroups on radio systems operated by surrounding mutual</td>
</tr>
</tbody>
</table>

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\(^{51}\) A majority of subscriber units will need software upgrades to be in compliance with the P25 standard. The remaining analog radios will need to be replaced.

\(^{52}\) All existing sites have the ability to be software upgraded to the P25 standard. Existing base stations located at simulcast cells are not capable of operating as P25 in a simulcast configuration. Those base stations will need to be repurposed as standalone P25 base stations. New base stations will need to be purchased for all three existing simulcast cells.
<table>
<thead>
<tr>
<th>SYSTEM NAME</th>
<th>BAND</th>
<th>DESCRIPTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Broken Arrow</td>
<td>800 MHz</td>
<td>This is a single 800 MHz communications system that provides seamless coverage to the city of Broken Arrow, the city of Bixby, Bixby Public Schools, the city of Glenpool and the city of Jenks. This system is owned and maintained by the city of Broken Arrow. The system operates on multiple Harris platforms, including four sites of Enhanced Digital Access Communication System (EDACS), two sites of OpenSky and a single P25 site. All systems are able to communicate together due to the networking IP in place. The EDACS systems in the network are on a path to be migrated to P25 in the future. The Broken Arrow System also has multiple levels of interoperability with various agencies utilizing multiple frequencies and platforms. Existing fixed audio patches are currently in place to patch predetermined talk paths to the OKWIN system where overlapping coverage currently exists.</td>
</tr>
</tbody>
</table>

**Table 3 Shared Voice Communication Systems in Oklahoma**

A significant number of rural public safety agencies located within one of the shared voice communication system’s respective coverage areas utilize one of the shared systems as a primary user or as a mutual user. A majority of those agencies located outside of the footprint of any 800 MHz system rely on standalone conventional VHF technology solutions. There are a limited number of...
standalone VHF solutions in Oklahoma. Both VHF and UHF users rely heavily on swapping radios, mobile gateways and shared mutual aid frequencies to interoperate with other public safety agencies. Despite using these methods, rural Oklahoma faces many challenges with communications interoperability technology. These challenges include, but are not limited to, the following:

- A Lack of funding to purchase new communications interoperability equipment
- The FCC’s approaching guidelines that will force public safety agencies nationwide to replace existing wideband equipment with narrowband compliant equipment by January 1, 2013 53
- A Lack of consistent interoperability plans and SOPs

OKOHS is attempting to address these areas, as well as other areas of concern, by continuing to identify funding for new communications interoperability equipment, providing informational materials about the narrowbanding mandate and developing the OKFOG.

The primary voice interoperability goal is to develop and implement a standards-based shared system statewide. OKOHS and the SIGB realize that a majority of public safety agencies in rural Oklahoma cannot afford to participate, or are unwilling to participate, in a standards-based shared system. Despite these obstacles, OKOHS and the SIGB will work with all Oklahoma public safety agencies to develop an interoperability plan that, independent of communications interoperability technology, leaves no responder behind.

6.3.2 Capabilities Assessment

In order to assess the current state of public safety radio systems in the state of Oklahoma, OKOHS contracted with L.R. Kimball, a consulting firm, to complete the Interoperable Communications Capabilities Assessment. In July 2007, OKOHS worked with the now dissolved OIEC and GWG to develop the preliminary scope of the Interoperable Communications Capabilities Assessment. It was determined that the assessment would need to be conducted in two separate but similar phases. Table 4 lists the start and finish dates for both phases of the assessment:

<table>
<thead>
<tr>
<th>State and Local Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>PHASE</td>
</tr>
<tr>
<td>Phase I: State Assessment</td>
</tr>
<tr>
<td>Phase II: Local Assessment</td>
</tr>
</tbody>
</table>

Table 4 State and Local Assessment Start and Finish Dates

The first phase focused on state-owned public safety communications assets and was funded by the Oklahoma Legislature. Most state agencies were inventoried and after a year-long effort, data had been collected on 18,706 radios and more than 1,300 user groups (such as police, fire and EMS). When the data gathering was completed, focus-group meetings were held with public safety officials to analyze the information and to discuss the governance of their systems.

53 For additional information regarding the narrowbanding mandate, visit ioc.ok.gov.
The second phase, initiated in late 2008, focused on local, county and tribal public safety communications assets and was funded through the FY 2008 Interoperable Emergency Communications Grant Program (IECGP). To capture the needs of the various independent agencies across all 77 counties in Oklahoma, an asset-inventory survey was developed. The survey explored details of local radio systems, radio system sites, system user groups, caches of interoperable radios for use in regional emergencies, mobile command vehicles, EMS dispatch procedures, mutual aid operations, SOPS, interoperability agreements, governance of interoperability programs and interoperability initiatives.

All data collected during both phases of the assessment have been loaded into DHS's Communications Assets Survey and Mapping (CASM) Tool, enabling Oklahoma to become one of the first states to incorporate all of its data into the CASM tool. All public safety agencies located in Oklahoma have the ability to view the information located in CASM.\(^\text{54}\) Oklahoma is using the data collected in both phases of the assessment to make crucial planning decisions for the future of interoperability in the state. The data will also be used extensively throughout 2011 and 2012 as Oklahoma identifies the public safety agencies that are not compliant with the narrowbanding mandate.

### 6.3.3 Project 25 Planning

A Technical Assistance Workshop was held in Tulsa on June 29, 2010, to discuss P25 planning in the state of Oklahoma. System Owners from the OKWIN system, the Oklahoma City Radio System and representatives from many Oklahoma state and local public safety entities attended. The purpose of the workshop was to educate Oklahoma public safety officials on the P25 standard and begin discussions regarding the ISSI technology required to link the P25 systems across the state. There will be a follow-up meeting in the near future to continue discussions about the linkage of the regional shared systems to OKWIN using ISSI technology.

All three entities are in the process of developing a plan to connect the Oklahoma City Radio System and the Broken Arrow system to the OKWIN system using P25-compliant ISSI technology. The short-term goal of this plan is to allow first responders the ability to communicate during an event despite the limitation of operating on their primary system. Overlapping coverage is required for seamless interoperability in the short-term. All three entities are committed to eventually utilizing P25 technology that would enable users the ability to roam to any of the three P25 systems.

### 6.3.4 Narrowbanding

Throughout 2011, the Statewide Interoperable Communications Planning Division will use the Local Assessment, completed in October 2009, to identify the public safety agencies that are not currently narrowband-compliant. Due to the fast approaching deadlines set by the FCC, the Statewide Interoperable Communications Planning Division is currently developing a narrowbanding plan for the state of Oklahoma. FY 2010 IECGP funds have already been allocated toward the development of the

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\(^\text{54}\) To view the information in CASM, please contact the Primary POC listed in Section 4.3 of this plan.

December 2010
narrowbanding plan. A portion of the funding will be used to purchase equipment for agencies that apply for assistance with their narrowbanding migration.55

6.3.5 Minimum Standards for Communications Interoperability Equipment

One of the most important aspects of SB 1153 is that it gives OKOHS the ability to create standards for future purchases of equipment and infrastructure made by state agencies in support of communications interoperability in Oklahoma. The goal of these standards is to eliminate redundancy and ensure the compatibility of new purchases made by state agencies with existing technology. In Fall 2009, OKOHS established the Interoperable Communications State Standards (IOCSS) Working Group. The IOCSS is composed of representatives from multiple state agencies with the purpose of recommending minimum standards for communication equipment purchases made by state agencies. It was imperative to include multiple agencies with a vested interest in communications interoperability to ensure the success of these minimum standards.

To comply with the November 1, 2009, deadline for state standards implementation set by the Oklahoma Legislature, OKOHS proposed that the standards be implemented in a series of phases. The first phase, Minimum Standards for Communication Equipment Purchases: Phase I Subscribers,56 was published in November 2009. All purchases of communications interoperability equipment and infrastructure by state agencies in Oklahoma made after the November 1, 2009, date must comply with Phase I. Public safety agencies receiving funds from OKOHS for the purchase of communications equipment must also comply with the Phase I standards. It is also recommended that agencies at the local, county and tribal levels, as well authorized non-governmental organizations follow the standards set by OKOHS. The IOCSS will meet as needed to establish and modify minimum standards for communication equipment, such as tower infrastructure, repeater equipment, data connectivity and tactical equipment.

6.4 Training & Exercise

It is necessary that Oklahoma demonstrates the capability to implement plans, procedures and policies. This capability can be demonstrated through participation in exercises and responding to actual events. Exercises simulating conditions in which equipment capable of communications interoperability are deployed help to fulfill this requirement.

Preparedness to ensure that interoperable communications is appropriate for every possible situation is built by a repetitive cycle of planning, training and exercise. The Training and Exercise Program is designed to test different levels of communications and display the ability to communicate among multiple agencies, multiple disciplines and multiple jurisdictions. It also integrates federal, state, local and tribal agencies, with NGOs in order to promote interoperability across agencies and jurisdictions within the state, creating regular comprehensive regional training and exercise.

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55 For additional information regarding the FCC’s narrowbanding mandate, visit ioc.ok.gov.
56 To view Phase I, visit ioc.ok.gov.
Radio users must be educated on the information in plans and procedures, familiar with the equipment to be used and trained in skills necessary to execute their part in order to perform well under pressure. Formalized training is fundamental to conveying the necessary information, developing the required skills and raising the awareness of personnel. Training should not only be accomplished upon hiring of new personnel; rather, regular ongoing, duty-related training as well as disaster training is needed. Well-developed curricula and sufficient resources are necessary to produce well-trained communications users.

The Statewide Interoperable Communications Planning Division collaborates with the Training and Exercise Committee of the SIGB to determine communications training and exercise needs and presents those needs to the OKOHS Training and Exercise Division for incorporation into the statewide Training and Exercise Program. The OKOHS Training and Exercise Program is reviewed annually in order to meet or exceed the current training standards. Upon completion of each training and exercise, a certification of completion will be distributed by OKOHS, and records of certificate recipients will be kept in an extensive training database.

6.4.1 2010 Exercises

Two communications-driven exercises were conducted in 2010. The first was a functional exercise which took place on May 18, 2010 and involved multiple agencies and jurisdictions operating on different radio systems. The goal of the functional exercise was to utilize nationwide interoperability channels and establish a common operating picture, conforming to the Communications and Information Management component of NIMS.

The second was a full-scale exercise during Septemberfest, which took place on September 11, 2010. Septemberfest was a pre-planned, real world event designed to test communication capabilities, check-in, deployment, staging and response procedures of the Oklahoma RRS. The exercise was conducted over 10 hours and included one unit of each of the 16 types included in the Regional Response System. A main objective was to test communication capabilities, including the functions of the COML, for the Oklahoma RRS. An After Action Conference was held on November 4, 2010, during which an After Action Report and Improvement Plan were developed. The incorporation of additional communications components in regularly scheduled exercises will remain a high priority for the Training and Exercise Program throughout 2011.

6.4.2 Communications Unit Leader Training Program

OKOHS is currently in the process of developing a COML Program. In 2010, an All-Hazards Type III COML Course and an All-Hazards Type III COML Train-the-Trainer Course were held via Technical Assistance provided by OEC. OKOHS plans to incorporate additional COML training courses into the OKOHS Training and Exercise Program in the near future, and also plans to hold an All-Hazards Type III COML Technician Course via Technical Assistance in 2011.

Recently, a COML Committee was established on December 1, 2010, as a working group under the guidance of the Technology Committee of the SIGB. Initial priorities of the COML Committee will be to
create a registry of COML personnel based on an approved set of credentials, create a process for COML deployment during a public safety event, establish a method for Task Book completion and determine additional training and exercise needs. The first COML Committee meeting is scheduled for December 1, 2010.

6.4.3 National Incident Management System Compliance

On March 1, 2004, Homeland Security Presidential Directive-5 was issued directing the development and administration of NIMS. The goal of NIMS is to provide a consistent nationwide template to enable federal, state, tribal, and local governments, NGOs and the private sector to work together to prevent, protect against, respond to, recover from and mitigate the effects of incidents, regardless of cause, size, location or complexity.

A division within OKOHS is dedicated to NIMS compliance and ensures that no federal funding is allocated to a jurisdiction that is not in compliance with NIMS. OKOHS is dedicated to a partnership with all local, county, state, tribal and authorized NGO public safety agencies to attain complete NIMS compliance of the objectives identified by the Federal Emergency Management Agency (FEMA). These jurisdictions will annually assess their equipment, training and exercise, as well as SOPs to ensure they are modeled for NIMS compliance.

6.5 Usage

Achieving daily use of communications interoperability equipment throughout the region (optimal level on the SAFECOM Interoperability Continuum) is a goal of the Oklahoma SCIP. Accomplishing this goal will require the proper technology, the implementation of SOPs across multiple jurisdictions and agencies and regular training and exercises with interoperable communications components. The vast majority of the state, depending on the jurisdiction, agency or region, is operating mid-level on the continuum with usage levels falling between localized emergency incidents and regional incident management. Within the OKWIN footprint, responders are able to have daily use throughout the area, if they have compatible radios. Additional 700/800 MHz radios are needed within the footprint to achieve daily usage from all responders. Currently, usage can only be achieved by utilizing mobile gateway technology when an incident is located outside the OKWIN footprint.

Because alignment to the NECP remains a high priority for the state of Oklahoma, the fulfillment of NECP Goal 2 will be a main focus of the Statewide Interoperable Communications Planning Division throughout 2011 and will involve the Usage Committee of the SIGB. The Usage Committee will be actively engaged in the process as the members coordinate with the Statewide Interoperable Communications Planning Division, the Regional Council Coordinator and the Oklahoma Homeland Security Regional Advisory Council members to collect the data necessary to fulfill NECP Goal 2.

6.5.1 Tactical Interoperable Communications Plan

In 2006, each Urban Area was required to develop a Tactical Interoperable Communications Plan (TIC-P) and to conduct an exercise to test the plan. The TIC-P is intended to document what interoperable communications resources are available within the designated area, who controls each resource and
what rules of use or operational procedures exist for the activation and deactivation of each resource. The COUASI developed an initial TIC-P, which was validated through a DHS evaluated exercise on September 13, 2006, in Norman, Oklahoma. The COUASI is currently in the process of updating the TIC-P, and at the time of this report the latest draft is in the final review stage. The draft has been reviewed by the Statewide Interoperable Communications Planning Division and by the COUASI Interoperable Communications Working Group. The TIC-P is intended to apply to multiple agencies and the 31 jurisdictions in the urban area; however, the technology issues presented can certainly be applied statewide. Portions of the TIC-P have been used as a baseline for development of SOPs, governance, technology and training and exercises in the SCIP. A TIC-P has not yet been developed for Tulsa as it was designated as a UASI in 2009.

The intention of the TIC-P is that it is used by the public safety disciplines responding to the scene of an emergency, as well as other disciplines that would need to be coordinated during the response. These include:

- Emergency Management
- Emergency Medical Services
- Fire Service
- Government Administration
- HAZMAT
- Health Care
- Law Enforcement
- Military
- Non-Governmental Organizations
- Public Health
- Public Safety Communications
- Public Transportation
- Public Works
- Tribal Administration
- Utilities

The POC for the COUASI TIC-P is as follows:

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(405) 297-1924
kerry.wagnon@okc.gov

6.5.2 Tactical Communications Task Force

In September 2009, the TCTF was established to identify and recommend the proper procedures and tools needed to communicate efficiently during any incident or event involving multiple jurisdictions or
elements of the RRS. The TCTF will provide recommendations to the Regional Response System Oversight Board and to the SIGB. The objectives of the TCTF include:

- Audit current templates
- Audit current hardware
- Tactical communications training
- Develop and incorporate SOPs into the SCIP
- Address the STR

The TCTF will continue to meet on a regular basis throughout 2011 and additional objectives will be addressed as the scope of this group evolves.

### 6.6 Funding

The lack of adequate funding for communications interoperability has been a long-term problem in Oklahoma communities which have traditionally focused on building independent communications systems (often on a limited budget). Historically, there has been a lack of planning and coordination of communication needs for first responders, resulting in an ineffective use of limited financial resources.

OKOHS, as the SAA, and with the support of the Governor, initiated the first statewide strategy for Homeland Security. The first goal of the Oklahoma Homeland Security Strategy is to achieve seamless communications interoperability. In implementing this Strategy, OKOHS has dedicated federal homeland security funds and prioritized limited resources to address communications interoperability improvements across the state.

Committed sources of funding are being applied to the projects described in this SCIP from the following sources:

- HSGP
- State of Oklahoma Appropriations
- IECGP
- PSIC
- American Recovery and Reinvestment Act Funds
- Federal Appropriations
- Local Funds

Multiple state agencies in Oklahoma have partnered to develop a comprehensive funding strategy for state-owned infrastructure. This funding strategy will identify funding sources and prioritize current and future projects. It will also examine the Interoperable Communications Capabilities Assessment in order to eliminate duplications of state infrastructure and allocate funds more effectively. The strategy will evolve over time, and it is anticipated that it will be updated annually.

Long-term funding will have to come from a variety of sources—given that (a) the PSIC grant is a onetime event; (b) homeland security funding to Oklahoma has decreased dramatically in recent years; and (c) the current economy is not conducive to Oklahoma’s need for additional communications
interoperability funding. Funding remains the biggest challenge for communications interoperability in the state of Oklahoma.

7 Close

The SCIP is intended to provide a reference point and operational road map for all public safety entities in the state of Oklahoma regarding plans to improve communications interoperability across the state. The goals and objectives identified in this document reflect the SAFECOM Interoperability Continuum while remaining cognizant of Oklahoma’s specific needs.

Improving communications interoperability in the state of Oklahoma requires attention to more than just technology. Success requires participation from the local, regional, tribal, state, federal and NGO response communities in order to achieve effective governance, statewide SOPs, consistent usage of technology and a comprehensive training and exercise program.

With the oversight of OKOHS and recommendations from the SIGB, the SCIP will remain a living document and will be updated annually. Through the mutual cooperation from all stakeholders, Oklahoma will maintain its commitment to improving public safety communications interoperability, better protecting the lives and property of its citizens.
EXECUTIVE DEPARTMENT
EXECUTIVE ORDER 2007-42

I, Brad Henry, Governor of the State of Oklahoma, pursuant to the authority vested in me by Sections 1 and 2 of Article VI of the Oklahoma Constitution and the Oklahoma Homeland Security Act, 74 O.S. §§ 51, et seq., hereby direct and order as follows:

The lack of adequate interoperable communications for first responders at all levels has been a problem for many years. Significant advances have been made in interoperable communications over the past five years. Under my authority, the Oklahoma Office of Homeland Security (OKOHS) has made a number of investments in improving interoperable communications through funding from the United States Department of Homeland Security. To date over $32 million in federal funds have been dedicated to increasing interoperable communications.

OKOHS is directed to continue their efforts to improve interoperable communications in the state of Oklahoma. The Oklahoma Homeland Security Director and OKOHS shall continue to oversee the implementation of any and all initiatives or efforts mandated by the United States Department of Homeland Security and its subdivisions. OKOHS shall remain the State Administering Agency for all federal funds related to homeland security, including the Public Safety Interoperable Communications grant program. OKOHS is further directed to oversee the development and implementation of a Statewide Interoperable Communications Plan pursuant to federal requirements.

Recognizing the need for a state level strategy for communications, the Oklahoma Legislature appropriated funding to the Department of Public Safety for a study of state level communications capabilities and needs. OKOHS, in consultation with the Oklahoma Department of Public Safety, is directed to develop and oversee the state study. All state agencies, boards and commissions are directed to cooperate with the OKOHS in the study and development of state interoperable communications.
This Executive Order shall be distributed to all Cabinet and the Oklahoma Homeland Security Director for immediate implementation.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Oklahoma to be affixed at Oklahoma City, Oklahoma, this 16th day of October, 2007.

OKLAHOMA

BY THE GOVERNOR OF THE STATE OF

BRAD HENRY

ATTEST:

SECRETARY OF STATE

[Signature]

[Signature]
APPENDIX B  NECP Goal 2 Methodology

The Oklahoma Statewide Communications Interoperability Plan (SCIP) is fully aligned to the National Emergency Communications Plan (NECP). Therefore, in order to fulfill Goal 2 of the NECP by the prescribed milestone date of 2011, the state of Oklahoma has proposed the following methodology:

Due to the large number of counties (77) and diverse homeland security needs, the state of Oklahoma created a regional system of governance to address the many areas of preparedness planning. There are eight Oklahoma Homeland Security Regions, each governed by an Oklahoma Homeland Security Regional Advisory Council, as required by Oklahoma State Statue. These councils are multi-disciplinary and multi-jurisdictional and provide the Oklahoma Office of Homeland Security (OKOHS) with local input on homeland security issues and initiatives involving the Oklahoma SCIP.

Oklahoma will use a regional approach to capture both the capability and performance data types required to fulfill NECP Goal 2. This approach will utilize the regional system already in place in the state, specifically engaging the Regional Advisory Councils. Beginning in January 2011, OKOHS’ Statewide Interoperable Communications Planning Division, along with the Usage Committee of the Statewide Interoperability Governing Body (SIGB), will coordinate with the Regional Council Coordinator to kick-off an outreach effort with the Regional Advisory Councils. During these outreach efforts, the Statewide Interoperable Communications Planning Division will educate the Regional Advisory Councils on the NECP Goal 2 process and work with individual Regional Advisory Council members to identify a primary Point of Contact (POC) for each of the eight Oklahoma Homeland Security Regions.

The eight POCs will be responsible for identifying county-level POCs for all counties within their respective regions. The regional POCs will be selected based on their general knowledge of their particular region, as they will be responsible for validating the county responses and settling disputes. Once a POC has been chosen for each county and each region, the Statewide Interoperable Communications Planning Division and the Usage Committee of the SIGB will further educate the individual via conference call or letter explaining the process and deadline for data submission.

The counties that make-up the Central Oklahoma Urban Area Security Initiative (COUASI) will be assessed on an individual basis in order to complete the NECP Goal 2 requirements; however, the particular event that was used to validate the NECP Goal 1 for the state of Oklahoma will be used for all counties within the COUASI. The Tulsa Urban Area Security Initiative was designated after the deadline that required an NECP Goal 1 validation. Due to their sovereignty, tribal jurisdictions will not be included in the NECP Goal 2 process.

County POCs will provide responses and data for both capabilities and performance assessments. The Statewide Interoperable Communications Planning Division will advise all regional and county POCs that they may select an exercise, planned event or other incident to fulfill the performance assessment of NECP Goal 2 as long as it involves multiple jurisdictions and responder disciplines and is compliant with the National Incident Management System. All exercises, planned events or incidents chosen for the performance assessment must have occurred since July 2008. If an event that required response from
multiple counties is chosen, the regional POC will be responsible for coordinating the data assessments from all counties involved in that particular event.

The Statewide Interoperable Communications Planning Division will track all progress and county information in a database using either Microsoft Excel or Microsoft Access. A log of correspondences with all counties will also be maintained throughout the data collection process. If a particular county declines to participate, the rationale will be recorded in the log so that the Office of Emergency Communications (OEC) can document it in their final report to Congress.

Oklahoma has already allocated funding for the completion of this process. Approximately $30,000 from the 2010 Interoperable Emergency Communications Grant Program (IECGP) will be utilized for personnel, travel, office supplies and printed materials or as otherwise needed to support the data collection process.

On November 12, 2010, OEC validated this methodology, and the state of Oklahoma plans to immediately begin the NECP Goal 2 outreach efforts and data collection process. The following schedule was documented in the IECGP 2010 Investment Justification and will be followed throughout 2011 to ensure that the capabilities and performance assessments have been completed by all counties before the prescribed deadline:

- Educate Oklahoma Homeland Security Regional Advisory Councils on NECP Goal 2
  - Start Date: January 2011
  - Finish Date: March 2011
- Complete Capability Data Collection
  - Start Date: March 2011
  - Finish Date: July 2011
- Complete Performance Data Collection
  - Start Date: March 2011
  - Finish Date: July 2011
- Report findings to OEC in the Fiscal Year 2011 SCIP Implementation Report
  - TBD

After all capability and performance data has been collected, Oklahoma will issue a report to OEC through the Fiscal Year 2011 SCIP Implementation Report. The Statewide Interoperable Communications Planning Division will make it a priority to inform the Regional Advisory Councils, as well as the SIGB and its working groups of the NECP Goal 2 findings, so that better informed decisions can be made regarding communications interoperability improvement in Oklahoma.
APPENDIX C  Senate Bill 1153

An Act

ENROLLED SENATE
BILL NO. 1153

By: Barrington of the Senate

and

Terrill, Roan and Tibbs of the House

An Act relating to communications; specifying the duties of the Oklahoma Office of Homeland Security regarding certain communications within the state; providing intent of the Legislature regarding certain communication systems; prohibiting use of state funds under certain circumstances; amending 62 O.S. 2001, Sections 41.5j, as last amended by Section 5, Chapter 266, O.S.L. 2006 and 41.5j, as amended by Section 6, Chapter 266, O.S.L. 2006 (62 O.S. Supp. 2008, Sections 41.5j and 41.5j), which relate to the Information Services Division of the Office of State Finance; modifying certain powers and duties; modifying certain exception; prohibiting the use of state funds by state agencies under certain circumstances; providing method for acquiring, developing, or enhancing certain communication systems; authorizing certain proposal; providing for codification; and providing an effective date.

BE IT ENACTED BY THE PEOPLE OF THE STATE OF OKLAHOMA:

SECTION 1. NEW LAW  A new section of law to be codified in the Oklahoma Statutes as Section 51.1a of Title 74, unless there is created a duplication in numbering, reads as follows:
A. In addition to the powers and duties as defined elsewhere in statute, the Oklahoma Office of Homeland Security has the duty and responsibility for interoperable public safety communications planning within the State of Oklahoma. As part of this duty the Oklahoma Office of Homeland Security shall:

1. Annually develop and report to the Governor, President Pro Tempore of the Senate and Speaker of the House of Representatives, the Statewide Communications Interoperability Plan;

2. Coordinate statewide planning for public safety communication needs of state government and state emergency responders, including a migration plan for state agency use of public safety communications technologies and rendering of aid between state government and its political subdivisions for organizing and use of disparate public safety communications systems;

3. Serve as a focal point for all state-level projects involving public safety communications vendors where the focus of such authority can substantially enhance the state communications plan or savings;

4. Apply for, receive, and hold, or assist state agencies in applying for, receiving, or holding such authorizations, licenses, and allocations of channels and frequencies to carry out the purposes of this section;

5. Establish minimum standards and protocols for acquisition, development, or enhancement of public safety communications technologies. These standards shall be utilized by the Information Services Division of the Office of State Finance pursuant to the provisions of Section 41.5i of Title 62 of the Oklahoma Statutes; and

6. Accomplish such other purposes as may be necessary or incidental to the administration of its authority or functions pursuant to law.

B. It is the intent of the Legislature that all state public entities comply with the provisions of the Statewide Communications Interoperability Plan issued by the Oklahoma Office of Homeland Security.
Security. All state agencies are required to review the provisions of the Statewide Communications Interoperability Plan and the public safety communications standards issued by the Oklahoma Office of Homeland Security prior to the purchase, acquisition, development, or enhancement of any public safety communications system. Local public safety agencies and political subdivisions of the state are encouraged, but not required, to review the provisions of the Statewide Communications Interoperability Plan and the public safety communications standards issued by the Oklahoma Office of Homeland Security prior to the purchase, acquisition, development, or enhancement of any public safety communications system to assist the local public safety agency or political subdivision in purchasing decisions.

C. No state agency shall use state funds or enter into any agreement for the acquisition, development, or enhancement of a public safety communication system unless the request is consistent with the Statewide Communications Interoperability Plan and the public safety communications standards issued by the Oklahoma Office of Homeland Security.

SECTION 2. AMENDATORY 62 O.S. 2001, Section 41.51, as last amended by Section 5, Chapter 266, O.S.L. 2006 (62 O.S. Supp. 2008, Section 41.51), is amended to read as follows:

Section 41.51 In addition to the powers and duties as defined elsewhere in this title, the Information Services Division of the Office of State Finance shall:

1. Coordinate statewide planning for communication and telecommunications needs of state government, including, but not limited to, voice, data, radio, video, Internet, eGovernment, as referenced in Sections 41.5p and 41.5q of this title, and facsimile transmissions through analysis of the telecommunications and information technology plan of each agency;

2. Establish In coordination with the Oklahoma Office of Homeland Security, establish minimum mandatory standards and protocols for:
   a. communication networks and equipment.

ENR. S. B. NO. 1153
b. wide area and local area systems,
c. integration of equipment, systems and joint usage,
d. Internet and eGovernment,
e. operating systems or methods to be used to meet communications requirements efficiently, effectively, and securely,
f. rendering of aid between state government and its political subdivisions with respect to organizing of communications systems, and
g. an economical and cost-effective utilization of communication services.

The standards and protocols shall be compatible with the standards and protocols established for the Oklahoma Government Telecommunications Network created in Section 41.5m of this title;

3. Serve as a focal point for all statewide projects involving current communications vendors where the focus of such authority can substantially enhance the state communications plan or the savings which can be achieved thereunder;

4. Provide, when requested by political subdivisions of the state, for the organizing of communications or telecommunications systems and service between the state and its political subdivisions and enter into agreements to effect the purposes of this section;

5. Cooperate with any federal, state or local emergency management agency in providing for emergency communications and telecommunication services;

6. Apply for, receive, and hold, or assist agencies in applying for, receiving or holding such authorizations, licenses and allocations of channels and frequencies to carry out the purposes of this section;
7. Accomplish such other purposes as may be necessary or incidental to the administration of its authority or functions pursuant to law; and

8. Provide support for telecommunication networks of state agencies through analysis of the telecommunications needs and requirements of each agency and promotion of the use of the Oklahoma Government Telecommunications Network created in Section 41.5m of this title.

SECTION 3. AMENDATORY 62 O.S. 2001, Section 41.5j, as amended by Section 6, Chapter 266, O.S.L. 2006 (62 O.S. Supp. 2008, Section 41.5j), is amended to read as follows:

Section 41.5j A. No agency of the executive branch of the state shall use state funds for or enter into any agreement for the acquisition, development or enhancement of a communication or telecommunication system including voice, data, radio, video, Internet, eGovernment, as referenced in Sections 41.5p and 41.5q of this title, and facsimile systems, without written authorization of the Director of State Finance. The Director of State Finance shall verify that any acquisition, development or enhancement is compatible with the operation of the Oklahoma Government Telecommunications Network created in Section 41.5m of this title.

B. No agency of the executive branch of the state shall enter into any agreement for the acquisition, development or enhancement of a communication or telecommunication system or service including voice, data, radio, video, Internet, eGovernment, and facsimile systems, unless the cost of such addition, change, improvement or development has been included in the statewide communications plan of the Information Services Division, as said plan may have been amended or revised.

C. State agencies may enter into interagency contracts to share communications and telecommunications resources for mutually beneficial purposes. The contract shall clearly state how its purpose contributes to the development or enhancement or cost reduction of a state network which includes voice, data, radio, video, Internet, eGovernment, or facsimile systems. The contract shall be approved by the Information Services Division before any payments are made.
D. The provisions of subsections A, B and C of this section shall not apply to the telecommunications network known as OneNet whether said network is governed or operated by the Oklahoma State Regents for Higher Education or any other state entity assigned responsibility for OneNet.

E. No state agency shall use state funds or enter into any agreement for the acquisition, development or enhancement of a public safety communication system unless the request is consistent with the Statewide Communications Interoperability Plan and the public safety communications standards issued by the Oklahoma Office of Homeland Security. Agencies interested in acquiring, developing or enhancing a public safety communications system shall submit a proposal to the Oklahoma Office of Homeland Security. The Oklahoma Office of Homeland Security shall issue a proposal review which summarizes whether the proposal is consistent with the Statewide Communications Interoperability Plan and the technology standards issued. The proposal review shall be submitted to the requesting agency and to the Director of State Finance.

SECTION 4. This act shall become effective November 1, 2009.

Passed the Senate the 12th day of May, 2009.

President of the Senate

Passed the House of Representatives the 16th day of April, 2009.

President of the House of Representatives

ENR. S. B. NO. 1153
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## APPENDIX D  Regional Statistics

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<th>Region 1</th>
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57 Information for this section was provided by the Oklahoma Almanac 2007/2008, Fifty-First Edition.
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Region 5

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Region 8

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<tr>
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58 Regions Six and Eight form the boundary of the Central Oklahoma Urban Area Security Initiative.
59 Region Seven forms the boundary of the Tulsa Urban Area Security Initiative.
APPENDIX E  Tribal Jurisdictions

TRIBAL JURISDICTIONS IN OKLAHOMA

[Map of Tribal Jurisdictions in Oklahoma]

December 2010
APPENDIX G

Statewide Interoperability Governing Body Charter

STATEWIDE INTEROPERABILITY GOVERNING BODY CHARTER

January 2010
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Section 1: INTRODUCTION

The Statewide Interoperability Governing Body (SIGB) is committed to cooperatively addressing the challenge of communications interoperability. This document describes the purpose, authority, outcomes, scope, operating principles, membership and management by which the Statewide Interoperability Governing Body (SIGB) will achieve success.

Section 2: PURPOSE

This board exists to address the challenges facing interdisciplinary communications across multiple jurisdictions. It was established to create a centralized interoperable communications planning and implementation capacity for Oklahoma. The board’s goals are encompassed in the Vision and Mission defined in the Statewide Communications Interoperability Plan (SCIP):

Vision

- All public safety entities in the state of Oklahoma will possess the knowledge, resources and technology to seamlessly communicate as authorized through voice and data, on demand and in real-time, during day-to-day operations and public safety events. This operating environment would ensure the effectiveness of response capabilities to mitigate potential damage to life and property that could occur from the inability to properly communicate.

Mission

- To support the highest level of communications interoperability for all public safety entities throughout the state of Oklahoma by fostering an effective organizational structure to oversee that proper planning, training and resources are provided to responders at all levels.

It is necessary for public safety organizations to communicate or share critical voice or data 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 board exists to establish a partnership among local, county, tribal, state, federal and non-governmental organizations (NGO) in order to enhance communications interoperability capabilities.

This board provides a forum for each public safety entity to discuss related public safety communications initiatives that may or may not impact the work of this board. This helps ensure individual projects have an opportunity to align with the Statewide Communications Interoperability Plan (SCIP).
Section 3: AUTHORITY

A. This board has been tasked with evaluating the state of both current and emerging communications interoperability in the state of Oklahoma, creating a plan for statewide communications interoperability, overseeing implementation of the plan and developing appropriate policies, procedures and guidelines.

B. All policies, plans and projects will be submitted to and approved by the Oklahoma Office of Homeland Security (OKOHS) as the State Administering Agency (SAA).

C. Pursuant to Executive Order 2007-42, the Director of the Oklahoma Office of Homeland Security selected the initial membership for this group based on recommendations from local, county, state, tribal, federal and non-governmental organizations (NGO). Although the individuals may come from one particular discipline within a jurisdiction or region, they will represent the overall interests of all disciplines in the jurisdiction or region while serving on the board.

Section 4: OUTCOMES

The desired outcomes that the board will accomplish are listed below:

A. Conduct an assessment to better understand the current baseline of communications interoperability in the state of Oklahoma.

B. Develop a working group to identify and recommend future technologies that will enhance the communications interoperability capability in the state of Oklahoma.

C. This board will work to identify sources of funding allotted through cross-discipline and cross-jurisdictional coordination.

D. Recommend a Statewide Communications Interoperability Strategy.

E. Coordinate implementation of the Statewide Communications Interoperability Plan (SCIP).

F. Recommend statewide Standard Operating Procedures (SOPs) based on the results of the Kimball Consulting Local Asset Inventory and other assessments that may be conducted.

G. Implement After Action Reports across the state of Oklahoma to incorporate best practices.
H. Recommend statewide best practices, policies, procedures and protocols for communications interoperability and incorporate them into existing regional interoperability agreements.

I. Recommend the training of key communications personnel—especially dispatchers and dispatch center supervisors as well as technical communications support staff.

J. Coordinate training and exercise opportunities around communications interoperability and ensure they are available to all necessary and authorized public safety practitioners.

Section 5: SCOPE

A. Inclusion

The board will initially focus on first response entities and associated support groups and incorporate additional disciplines in future phases.

B. Function

This board will address the technological and operational components of communications interoperability. Technical means equipment standards and maintenance. Operational means authorization, standard operating procedures, Incident Command and training and exercises.

C. Communications Type

This board will focus on voice communications interoperability in the short term, with the expectation that data will be addressed in the foreseeable future.

D. Usage

This board has identified four distinct levels of interoperability to address:

- Day-to-Day—Routine within a jurisdiction (interdisciplinary)
- Day-to-Day—Routine inter-jurisdictional (mutual aid)
- Unplanned Critical Incident (interdisciplinary/inter-jurisdictional)
- Planned Event (interdisciplinary/inter-jurisdictional)

Section 6: OPERATING PRINCIPLES

A. Consider each jurisdiction’s or region’s unique needs—recognize and respect them, and attempt to address them if they negatively impact regional and statewide communications interoperability capabilities.
B. Think interdisciplinary.

C. Use a phased approach. Do not attempt to solve all problems at once.

D. Ensure all strategic initiatives fit within the desired future goals and strategy.

E. Identify matters within the board’s control, and apply resources toward those matters rather than areas that are not within the board’s control.

F. Coordinate a statewide strategy with the other statewide interoperability strategies.

G. Strive to achieve a balance between infrastructure and subscriber unit needs.

H. Distribute the responsibility of managing communications interoperability so that it does not rest on any one individual, agency or technology.

I. Ensure the state of Oklahoma takes on a collaborative approach in dealing with the issue.

J. Stay aligned with other statewide systems.

K. Avoid acronyms and codes to eliminate confusion or misunderstanding.

L. Speak with one voice when reporting externally. Follow the newsletter and meeting minutes.

M. Do not lose the sense of urgency that the Oklahoma City bombing (Alfred P. Murrah Federal Building bombing), natural disasters and the September 11th terrorist attacks brought to this issue.

N. Keep the issue of communications interoperability in front of policy makers as they are elected and administrations change.

O. Though both voice and data interoperability are within the scope of the board, work toward achieving voice interoperability solutions across disparate systems in the short term (2-3 years out).

P. Consider security concerns during the planning of future communications solutions.

Section 7: MEMBERSHIP

A. The following disciplines will represent this board as voting members:
- Law Enforcement*
- Fire Service (including volunteer fire service)*
- Emergency Medical Service (EMS)
- Emergency Management*
- State of Oklahoma
- Federal Agency
- Oklahoma Wireless Information Network (OKWIN) Project Manager
- Oklahoma Wireless Information Network (OKWIN) Owner*
- Harris (M/A-Com) Owner
- Federally Recognized Tribe**
- Department of Health
- Military
- OKOHS Region 1
- OKOHS Region 2
- OKOHS Region 3
- OKOHS Region 4
- OKOHS Region 5
- Central Oklahoma Urban Area Security Initiative (CQUASI)
- Tulsa Urban Area Security Initiative
- Oklahoma Department of Transportation (ODOT)

*Both state and local jurisdictions will represent these disciplines. (Law enforcement will include a representative from the county level in addition to local and state representatives.)

**Tribal representation will include more than one discipline.

B. The following disciplines will represent this board as non-voting members:
   - Statewide IOC Planning Coordinator
   - Non-governmental organization (NGO)
   - Utilities

C. To the extent possible, the following jurisdictional levels will be reflected on this board:
   - Local
   - County
   - Tribal
   - State
   - Federal
   - Non-governmental organization (NGO)

D. Voting members are to be responsible for representing their jurisdiction or region. If a voting member is unable to attend a board meeting, a named alternate voting member from that
jurisdiction or region may be appointed for that meeting. The voting member must notify the Oklahoma Office of Homeland Security (OKOHS) prior to the meeting that an alternate has been designated to represent him/her at the meeting, and an official letter designating the alternate must also be on file with the Oklahoma Office of Homeland Security (OKOHS). Without such prior notification, the alternate will not count when determining if a quorum has been established or be allowed to participate in votes during the meeting.

E. After two consecutive absences, the jurisdiction or region of the represented board member will be notified by the Oklahoma Office of Homeland Security (OKOHS) on behalf of the Statewide Interoperability Governing Body (SIGB) to recommend another representative to be appointed by the Oklahoma Office of Homeland Security (OKOHS) Director.

F. Attendance via teleconference will be permitted.

G. Advisory members are part of the board by virtue of their position and ensure that all disciplines are represented on the board. These members are required to attend all board meetings and provide feedback to the voting members for decision-making purposes. However, they will not vote. Additionally, a number of regional and state agencies provide advisory members to represent the views of their organization and provide coordination for implementing aspects of the Statewide Communications Interoperability Plan (SCIP).

H. The board 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. They may sit on the board on a temporary basis as needed.

Section 8: DECISION MAKING

A. Board Decision Making Process
   • Each jurisdiction or region has one vote to be cast by its voting member. If the voting member is unable to attend, the alternate voting member will cast the vote for the jurisdiction or region.
   • Votes submitted electronically will be counted.
   • Simple majority rules. All decisions and recommendations approved by a simple majority will be considered a decision or recommendations of the board when presented to the Oklahoma Office of Homeland Security (OKOHS) for consideration. As much as possible, the majority opinion will be reflected. Board members are free to express to their authorizing body or office how they voted/stood on the position.
This Charter shall be adopted upon approval of fifty (50) percent plus one (1) of voting members.

A two-thirds majority vote is required for charter amendments.

B. Decisions and recommendations of the board will be reported to the Oklahoma Office of Homeland Security (OKOHS), as the State Administering Agency (SAA).

C. This board will report status, actions and recommendations to a larger audience through following a communications plan developed in partnership with the Oklahoma Office of Homeland Security (OKOHS). This communications plan will be developed independent of this charter.

Section 9: LOGISTICS

A. Board meetings will take place the second Thursday of January, April, July, and October at 9:30 a.m. and as needed.

B. The board will meet at facilities designated by the Oklahoma Office of Homeland Security (OKOHS).
## APPENDIX H  Glossary of Acronyms

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<tr>
<th>ACRONYM</th>
<th>DEFINITION</th>
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<tr>
<td>CASM</td>
<td>Communications Assets Survey and Mapping</td>
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<td>CBP</td>
<td>Customs and Border Patrol</td>
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<td>Chief Information Officer</td>
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<td>Communications Unit Leader</td>
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<td>COUASI</td>
<td>Central Oklahoma Urban Area Security Initiative</td>
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<td>DHS</td>
<td>Department of Homeland Security</td>
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<td>DPS</td>
<td>Oklahoma Department of Public Safety</td>
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<td>EDACS</td>
<td>Enhanced Digital Access Communication System</td>
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<td>EMS</td>
<td>Emergency Medical Services</td>
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<td>Federal Emergency Management Agency</td>
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<td>Federal Transfer Center</td>
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<td>Fiscal Year</td>
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<td>Governance Working Group</td>
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<td>Interoperable Communications Technical Assistance Program</td>
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<td>Integrated Multi-Site Controller</td>
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<td>ISSI</td>
<td>Inter-RF Subsystem Interface</td>
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<td>Justice Prisoner and Alien Transportation System</td>
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<td>MHz</td>
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<td>MKARNS</td>
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