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April 27, 2020

MEMORANDUM

TO: Senator John Arthur Smith, Chairman, Legislative Finance Committee
Representative Patricia A. Lundstrom, Vice-Chairwoman, Legislative Finance Committee

FROM: Brenda Fresquez, Program Evaluator, LFC BF by al
Mitchel Latimer, Program Evaluator, LFC ML by al

THRU: David Abbey, LFC Director
Jon R. Courtney, Ph.D., LFC Deputy Director

SUBJECT: Department of Information Technology Public Safety Radio Communications Projects

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Summary – In both emergencies and daily life, updated public safety communications systems are mission critical to save lives, protect property, and preserve communities. Entities like public schools need to be able to communicate with police, fire, and emergency medical services during an emergency. These public safety personnel rely on the Department of Information Technology's (DoIT) public safety radio communications system to conduct daily operations and coordinate emergency response efforts.

DoIT's public safety communications modernization currently includes two projects to upgrade the public safety radio communications system – Statewide Infrastructure Replacement and Enhancement (SWIRE), initiated in FY15, is 99 percent complete, and Project 25 (P25) Digital Statewide Public Safety Radio System, initiated September 2018. At a cost of $14 million, the SWIRE project replaced legacy infrastructure and equipment to stabilize the public safety communications system. SWIRE lays the foundation for public safety interoperable communications for local, state and federal agencies. The P25 project will upgrade the current **analog** public safety radio communication system to a **digital** public safety radio system for local, state, and federal agencies. Replacing the analog network with a modern digital system will improve radio quality and coverage areas, and interoperability, otherwise, there will be limitations in access. In September 2019, DoIT reported it anticipates a five-year deployment plan at an

estimated cost of $165 million, a 10 percent increase from its $150 million estimate in 2018. However, with $38 million funded, DoIT has no plan for completion of the remainder of the project.

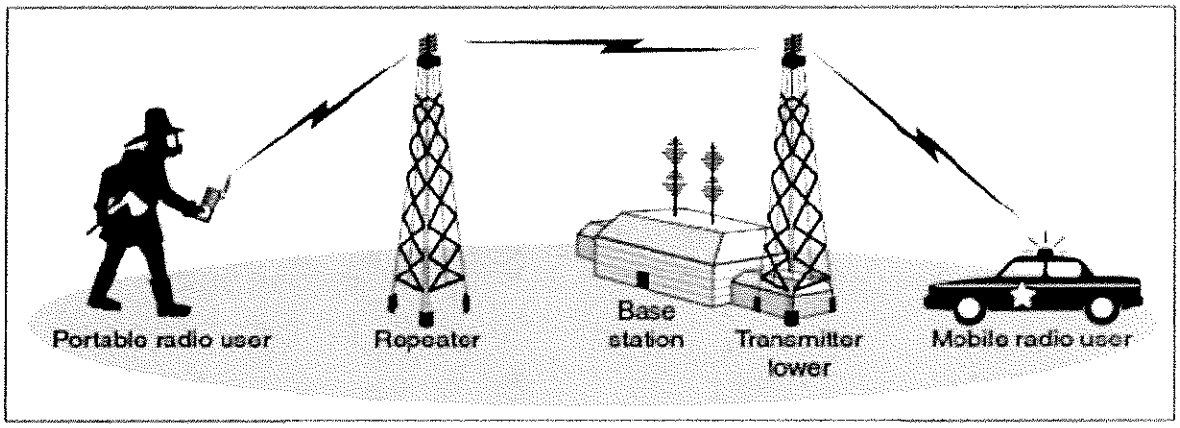
Since FY15, DoIT has improved the public safety radio communication system by upgrading critical infrastructure and expanding capacity in some parts of the state. DoIT has not developed a detail plan identifying strategic priorities, and has not established adequate governance and project management. Without a detail strategic plan, deployment statewide will be logistically and financially challenging. Having an updated strategic plan that identifies technical needs at radio sites will provide decision-making framework for setting priorities, and support DoIT's funding requests. Proper governance and adequate project management will ensure priorities are established based on key stakeholders needs. Finally, there will be ongoing financial needs to continue upgrades, given constant changes to technology and the critical relevance to Next Generation (NG) 911 and broadband.

While DoIT has spent at least $20 million since FY1 with its key vendor Motorola, there are no assurances the state is receiving fair and reasonable prices under the statewide price agreement (SWPA). Price verification for Motorola's products is cumbersome due to limited access to the online vendor catalog and the shortcomings the SWPA. The price agreement with Motorola is limited to percentage discounts by account product code (APC) without prices or model numbers for any APC's. In attempt to verify pricing in the catalog, LFC found some items were not priced or could not be purchased from the catalog. For example, DoIT is purchasing four shelters for radio tower sites totaling $962 thousand, but shelter is listed as "cancelled" in the catalog. In addition, 55 percent or $10 million of Motorola's implementation services costs included in its current $18 million contract are not transparent, in alignment with the SWPA, and could not be validated. This leaves the question whether the state is spending taxpayer dollars efficiently. LFC previously reported features inherent in the price agreement system lead to off contract spending and loss of value, and this holds true with the Motorola agreement.

Background – DoIT operates and maintains the state's public safety radio communications system, providing statewide emergency messaging and day-to-day communications. DoIT reported the statewide radio system and network currently includes close to 8,000 subscribers, 13 dispatch centers, 115 tower sites, and over 500 base stations. Public safety radio is a two-way messaging system, allowing radio users to communicate with instant connectivity as opposed to relying on cell phone coverage. The life cycle for radio communication system infrastructure and equipment—towers, control, and dispatch stations – has traditionally been very long, sometimes exceeding 20 years. Generally, the life cycle for two-way radios is five to seven years.

In order to stabilize public safety communications throughout the state, there is a critical need to replace and enhance obsolete and end-of-life radio communications infrastructure. Recognizing this, DoIT initiated a Public Safety Communications Modernization (PSCM) project. In 2012, the Legislature appropriated $1.5 million for DoIT to complete a gap analysis and assessment of radio communication systems statewide. Under a statewide price agreement, DoIT contracted with Federal Engineering, Inc. for $1.4 million to conduct a capability and needs assessment, and complete the gap analysis. The assessment determined the "as is" operational state of the Land Mobile Radio (LMR) system in use across the state, and also identified desired coverage and functional capabilities not available by the existing LMR system. As a result, Federal Engineering, Inc. developed the June 2014, Public Safety Communications Strategic Planning report. The report provides DoIT options and recommendations for governance, technical planning and recommendations to successfully fund changes to improve public safety communications across the state including the potential use of federal grants.

Diagram 1 - Basic Components of a Land Mobile Radio System



Source: U.S. Department of Homeland Security

P25 is a suite of standards developed to provide digital voice and data communications that will enable interoperability among digital two-way land mobile radio communications. These standards provide a number of technical specifications for emergency communications equipment designed to ensure that equipment is interoperable, regardless of manufacturer. In general, interoperability refers to the ability of emergency responders to work seamlessly across disciplines and jurisdictions with different systems or products without any special effort. Interoperability in emergency communications has been a concern for almost as long as radios have been used by first responders and other public safety officials. In some cases, radio communications are incompatible and inoperable not just within a jurisdiction, but within departments or agencies within the same community. The P25 standard is a critical component to achieve interoperability.

P25 was established to address the need for common digital public safety communications standards for first-responders, homeland security, and emergency management. With digital voice and data capabilities P25 radios will improve coordination and more timely response capabilities for NG911, an emerging standard in 911 calling which allows emergency responders and members of the public to transmit images, text, and video to a public safety call center. However, having access to a broadband network plays a critical role in meeting the state's need for interoperability between land mobile radio and long-term evolution – a standard for wireless broadband communications for mobile devices. LFC reported in November, the state lags behind the rest of the nation in broadband connectivity. While the state has succeeded in connecting schools, hospitals and other institutions, the cost of infrastructure is high and many rural areas remain under served. Further expanding the broadband network, along with P25 radios, will improve New Mexico's emergency communications network capacity.

Funding and Expenditures – Since FY13, the Legislature has appropriated over $35 million for statewide radio infrastructure, including $1.5 million for a gap analysis and an assessment of public safety communication systems statewide. Over 50 percent, or $20 million of the funding was appropriated through the capital outlay process for the P25 project during the 2018 and 2019 legislative sessions.

Table 1. Department of Information Technology Public Safety Radio Communications Funding
(in thousands)

Fiscal Year	Appropriation	Capital Outlay (STB/GOB)	General Fund	Total
2013	Laws 2012, Chapter 19, Sec. 7 (7)		$1,500.0	$1,500.0
2015	Laws 2014, Chapter 66, Sec. 20 (2)	$5,000.0		$5,000.0
2016	Laws 2015, Chapter 3, Sec. 26	$3,200.0		$3,200.0
2016	Laws 2015, Chapter 3, Sec. 71	$1,000.0		$1,000.0
2017	Laws 2016, Chapter 82, Sec. 10	$5,000.0		$5,000.0
Subtotal (SWIRE)		**$14,200.0**	**$1,500.0**	**$15,700.0**
2019	Laws 2018, Chapter 80, Sec. 24	$10,000.0		$10,000.0
2020	Laws 2019, Chapter 277, Sec. 32 (7)	$0.0	$7,000.0	$7,000.0
2020	Laws 2019, Chapter 277, Sec. 67	$0.0	$3,000.0	$3,000.0
Subtotal (P25)		**$10,000.0**	**$10,000.0**	**$20,000.0**
Total		**$24,200.0**	**$11,500.0**	**$35,700.0**

Source: General Appropriation Acts and Project Certification Committee Documents

Additionally, in FY19, DoIT increased available funding for the P25 project by $1.3 million for radio infrastructure and devices from its enterprise equipment replacement fund (ERF). In FY20, DoIT submitted a budget adjustment request (BAR) that includes $1 million from ERF to increase available funding for the P25 project. DoIT needed additional funding to award an $18 million contract through a statewide price agreement (SWPA) to Motorola Solutions Inc. for design and installation of equipment for the P25 digital radio system at Spaceport America, City of Albuquerque, and Bernalillo County. With the approved BAR, total available P25 funding of $22.3 million will be expended on P25 deployment for the City of Albuquerque, Bernalillo County and Spaceport.

As of March 2020, DoIT spent 98 percent or $13.9 million of the $14.2 million appropriations for SWIRE, and 51 percent or $11.5 million of the $22.3 million available funding for the P25 project.

Table 2. Department of Information Technology Public Safety Radio Communications Sources and Uses
(in thousands)

Fiscal Year	Other	SWIRE				P25			Total
	2014[1]	2015	2016	2017	Subtotal	2019	2020	Subtotal	
Sources	$1,500.0	$5,000.0	$4,200.0	$5,000.0	$14,200.0	$11,300.0	$11,000.0	$22,300.0	$38,000.0
Uses[2]	$1,443.7	$4,999.4	$4,198.9	$4,699.6	$13,897.9	$8,818.4	$2,662.1	$11,480.5	$26,822.1
Balance	**$56.3**	**$0.6**	**$1.1**	**$300.4**	**$302.1**	**$2,481.6**	**$8,337.9**	**$10,819.5**	**$11,177.9**

[1]Gap analysis and assessment
[2]Contractual services and other category

Source: SHARE and DoIT

Inadequate Planning Among Agencies Could Limit the Ability to Set Priorities, and Determine the Need for Radio Equipment

DoIT has "supervisory control" over and is tasked with determining the need for radio equipment for state agencies *(Section 9-27-14 NMSA 1978)*, much of which is used within the state's public safety communications system. However, the Emergency Communications Interoperability Act of 2009 (Interoperability Act), *Sections 12-10D-1 through 12-10D-6 NMSA 1978,* assigns the Homeland Security and Emergency Management Department (DHSEM) responsibility to establish, implement, and administer a statewide interoperable emergency communications plan, and standards for a statewide integrated public safety radio communications system. In addition, all state and local agency budgets and plans to purchase infrastructure equipment must conform to the interoperability standards developed by DHSEM.

It may be possible for one agency to establish standards for a communications system while another agency handles the acquisition and management of the state's radio equipment inventory. However, this requires an up-to-date plan and coordination between the agencies to ensure the plan is feasible and that new equipment has a lasting alignment with the plan. Without guidance from a well-maintained statewide interoperability communications system plan from DHSEM, DoIT is not in a position to adequately meet its statutory duty of determining the need for and acquisition and disposition of radio equipment. DHSEM and DoIT have not established a memorandum of understanding to ensure standards are in place, DoIT's purchases for infrastructure equipment conform to the interoperability standards developed by DHSEM, and priorities are aligned with stakeholder needs. More recently with the change in administration, the departments have been meeting regularly on a monthly basis.

The Federal Department of Homeland Security (DHS) recommends every state create a governing body to facilitate interoperability and foster cooperation. Additionally, DHS encourages states to develop a Statewide Communications Interoperability Plan (SCIP) to ensure communication and consistent goal setting among agencies. SCIPs are intended to serve as a guide for a 3 to 5-year period, as needed. While DHSEM developed a plan in 2014, revised it in 2016, and it remained in draft until recently, DHSEM acting Secretary reported the department is in the process of revising the three-year plan, and as of the writing the status is unknown. Having an updated SCIP also serves as a roadmap for all agencies and jurisdictions in terms of the direction moving forward and addressing communications interoperability issues at the state, regional, local, and tribal level.

The Interoperability Planning Commission (IPC) a cross-agency, statutorily mandated commission, responsible for ensuring interoperability among emergency responders, has met only once over the last ten years. The commission is meant to meet biannually, but November 20, 2019, was the first time the commission met since 2010. The 2019 meeting was attended by secretaries or representatives from agencies including DHSEM, the Lieutenant Governor's office, Department of Public Safety (DPS), DoIT, Adjutant General's office, Department of Transportation (DOT), Department of Health (DOH), the Municipal League, and Association of Counties, as well as representatives from several military and National Guard posts. The IPC was created in 2009 by the Interoperability Act, and is responsible for "providing policy level direction related to planning, designing, and implementing guidelines, best practices, and standard approaches to address New Mexico's public safety communications interoperability issues." The IPC subcommittee was tentatively scheduled to meet at the end of March 2020, rescheduled for April, but delayed due to the COVID-19 pandemic.

P25 Governance and Project Management Need Improvement – DoIT has not fully established adequate P25 project governance. Although DoIT established an executive steering committee, it is limited to DoIT personnel, it does not include key stakeholders, specific to the P25 project. Instead, DoIT reported the P25 project governance structure includes an advisory committee with key stakeholders, and a public safety radio operations work group. At the end of December, DoIT's prior cabinet secretary was in the process of inviting key stakeholders to participate in the advisory committee and work group, and anticipated convening by the end of January. Due to conflicting priorities, DoIT delayed sending the invitations, and now faces further delays with the change in the cabinet secretary and the COVID-19 pandemic. The management of the statewide public safety radio system poses considerable challenges given an inadequate governance structure.

The Department of Public Safety and Homeland Security and Emergency Management Department are key stakeholders and should be included as a decision-making body for priority setting, and communicating the direction of the P25 deployment. DoIT's P25 project management plan states the advisory committee "provides a forum for external project stakeholders to maintain awareness of the project, to offer advice and recommendations, and to support broader dissemination of project-related communications." This structure does not provide executive leadership from key agencies the opportunity

to set expectations, actively participate, establish accountability, and ensure DoIT is making informed decisions with stakeholders input. Typically, best practices in IT project governance include an executive steering committee who is responsible for approving, prioritizing, and monitoring the project including scope, budgets, and schedules, as well as changes to these items. Formal relationships should be created to govern and manage interoperability resources.

Having a part-time project manager supporting DoIT's subject matter expert is not adequate given the complexity and high dollar value of the P25 project. Along with other responsibilities of overseeing daily activities, DoIT's Acting Director for Public Safety Communications serves as a subject matter expert (SME) and the primary project manager for the P25 project. As a result, the acting director's daily workload may have caused competing demands, delays, and time constraints for the project and limit the effectiveness of project management activities such as monitoring scope, schedule, cost and quality. For example, DoIT initiated the P25 project in September 2018, and indicated it would contract for a project manager in FY19, with a project management plan (PMP) completed by June 2019. The primary uses of a PMP are to document planning assumptions and decisions, facilitate communication among stakeholders, and document approved scope, cost, and schedule baselines. While the PMP was not completed until October 2019, in part due to the scope change directed by the Governor's office, DoIT did not contract for a project manager until December 2019. DoIT awarded a $216 thousand contract to TEKsystems Government Services for a staff augmentation project manager (PM), but the PM did not start until February 2020. The statement of work splits the project manager's time between two key DoIT projects – P25 Digital Statewide Public Safety Radio System and Voice (telephone system) Upgrade. The project manager is limited to work no more than 80 hours a month on each project. Because the P25 project is a multi-year, complex project, having a dedicated project manager is warranted to ensure tasks and resources are appropriately assigned to complete the work in a timely manner, and ensure the vendor meets deliverable requirements.

DoIT Project Planning is Limited – The 2014 strategic planning report provided DoIT recommendations for the framework for governance and technical planning, including a five-year roadmap to achieve public safety communications interoperability. While recommendations in the report were key in DoIT meeting milestones in the five-year roadmap, including completion of SWIRE project activities, planning is piecemeal for the P25 project. DoIT recently reported the P25 project will be deployed in five phases, instead of four, but its deployment plan lacks sufficient detail identifying strategic priorities. DoIT indicated, along with upgrading infrastructure, migrating to a digital P25-compliant system requires replacing radio repeaters, base stations, hand-held radios, vehicle radios, and programming the various channels currently in use. DoIT also reported it is likely additional radio towers need to be constructed in certain areas of the state to ensure adequate coverage. LFC has requested a detailed strategic plan for deploying the P25 project numerous times, and DoIT has not provided such a plan.

SWIRE Project Status – Beginning in FY15, DoIT completed SWIRE project implementation in three phases, with phase three near completion. At a cost of $14.2 million, the SWIRE project provides infrastructure and equipment upgrades to 89 of 105 fixed sites DoIT owns, operates or co-locates at, and replacement of over 900 mobile and portable subscriber units. Tower sites account for majority of the fixed sites but some correctional facilities may not have a tower, and instead have fixed equipment at the facility. While all subscribers have access to the upgraded infrastructure not all subscribers have access to the two-way radio system which will be addressed in the P25 project. Phase three includes the necessary infrastructure to support P25 equipment, and will provide capacity for other local agencies to use well into the future. The final $5 million SWIRE capital appropriation expires June 2021. The SWIRE project is 99 percent complete, with DoIT in the final stages of completing the replacement of microwave infrastructure and related equipment at the remaining sites. DoIT plans completion by June 30, 2020, one year ahead of the expiration of the final $5 million capital appropriation.

P25 Project Status – In September 2018, DoIT initiated phase one of the P25 Digital Statewide Public Safety Radio System (P25) project, with a plan to deploy P25 infrastructure in Eddy, Chavez, and Lea counties. Prior to moving forward, DoIT needed to upgrade its primary core radio system infrastructure and associated software in Santa Fe, the redundant site in Albuquerque, and some existing sites in the Albuquerque area, such as Sandia Peak and West Mesa. DoIT issued a $3.1 million purchase order to Motorola referencing a statewide price agreement (SWPA) without a contract vehicle for the upgrades, leaving a $6.9 million fund balance from the $10 million appropriation. Motorola completed the upgrades, and DoIT approved and accepted the deliverables, with final payment in November 2018.

DoIT proceeded with revising the project charter and timeline for deployment in Eddy, Chaves, and Lea counties. However, in early 2019, under a Governor's directive, DoIT re-scoped phase one and phase two to include deployment for Spaceport, and expansion for the city of Albuquerque and Bernalillo County. DoIT included the remaining $6.9 million and $10 million FY20 appropriation in a change request approved by the project certification committee (PCC) in June 2019. DoIT then began collaborating with Spaceport, and Albuquerque and Bernalillo County regarding system design, implementation, and an estimated timeline.

DoIT's phase one deployment to Spaceport was a priority, beginning in October, with an estimated completion by January 31, 2020. The Spaceport IT Director reported DoIT was on site to supervise the vendors during the installation, and the system was up and running at the end of January as scheduled. Currently, the Spaceport implementation is 95 percent complete, and DoIT reported installation of the remaining items is scheduled in mid-April. Total cost of the Spaceport deployment is nearly $1.8 million. Spaceport estimates an annual cost of $104 thousand to subscribe for DoIT's radio services in FY20 and $125 thousand beginning in FY21.

Since February, Motorola continues phase one progress for Albuquerque and Bernalillo County design site development, and initiating phase two activities. DoIT currently anticipates full deployment for Albuquerque and Bernalillo County by November 2021. The city and county will be the first non-state subscribers on the P25 system. With intergovernmental agreements in place, DoIT and Albuquerque and Bernalillo County have defined roles and responsibilities, with some cost sharing. DoIT established a provisional rate of $20 month per subscriber for the city and county to access the P25 system, and anticipates 8,000 subscribers, with estimated revenue of $1.9 million per year. The provisional rate will be finalized during DoIT's annual rate setting process in July. Several other local entities, including Sandoval and Valencia counties, and the cities of Los Lunas and Rio Rancho, expressed interest in accessing the P25 system. However, some of these entities have issued letters of intent, but DoIT has not obtained their commitment and established formal agreements.

Procurement Issues – LFC previously reported the SWPA system lacks necessary guardrails, and this holds true with the Motorola price agreement. LFC also reported agencies issued contracts against price agreements that did not always follow the terms of the price agreement and disbursed funds on the onset of an engagement or at specified time intervals regardless of deliverables.

At DoIT's request, Motorola, the key vendor for the P25 project, submitted a $6.9 million detail proposal referencing the SWPA in August 2019 for phase one deployment. The proposal included technical details of the system, the equipment list and services, price proposal, and the implementation statement of work. Instead of awarding an IT professional services contract, DoIT signed Motorola's Communication Systems and Service Agreement (CSSA). While the proposal referenced the SWPA, it appears there is no documentation to support why DoIT did not require Motorola to assent to the state's typical IT professional services contract terms. Also, it is not clear if DoIT was required to obtain an exception from State Purchasing Division to use the CSSA instead of the state's IT professional services contract template.

Following PCC approval in October 2019, Motorola submitted another proposal for $11.1 million to support phase two deployment for Albuquerque and Bernalillo County. In November DoIT amended the CSSA for a total value of $18 million.

Since FY15, DoIT has spent at least $20 million with Motorola under SWPA, in some instances relying solely on the vendor's terms and conditions, without assurances the state is receiving fair and reasonable prices. As previously stated, DoIT issued a $3.1 million purchase order (PO) referencing the SWPA, but did not issue a contract. The PO included one line-item with a high level summary stating "FY19 Statewide: Infrastructure/hardware/software licensing" for various sites. Also, instead of awarding an IT professional services contract against the price agreement, DoIT signed the vendor's agreement totaling $18 million. This leaves the state bound by vendor terms and conditions including payment for goods and services prior to completion of the work.

Motorola pricing practices are questionable and project cost proposals are not always in alignment with the SWPA. While a SWPA typically allow agencies to purchase goods and services at pre-negotiated price ceilings, the price agreement with Motorola is limited to percentage discounts by account product code (APC) without prices or model numbers for any of the APC's. Price verification of Motorola's products is cumbersome due to limited access to the online vendor catalog and shortcomings of the SWPA.

DoIT users and other agencies must submit a request to Motorola to obtain access to the online catalog to view current prices. Because Motorola's online catalog only lists current prices, it is impossible to determine how prices have changed. For example, the SWPA allows DoIT to purchase shelters for radio tower sites, however, the shelter is listed as "cancelled" in the catalog so the price cannot be verified. Motorola's project proposal documents for the $11.1 million contract amendment indicates DoIT is buying four shelters and after a 10 percent discount, paying $240.5 thousand per shelter or $962 thousand, regardless of a shelter's location. There is no documentation to explain why that price is constant or how the price was established. In attempt to verify additional pricing in the same proposal, pricing for four towers totaling $413.9 thousand were also not in the catalog. As a result, $1.4 million or 35 percent of the total equipment cost of $3.9 million could not be verified. LFC staff found other instances where prices could not be verified for APC's where the online catalog shows "This item is an option. Options cannot be purchased from the catalog." Although the items in Motorola's proposals receive discounts consistent with the SWPA, it is unclear how the department validates the cost of the associated items.

In addition, 55 percent or $10 million of Motorola's implementation services costs included in the $18 million contract are not transparent, in alignment with the SWPA, and could not be validated. Under the SWPA terms, implementation services are not discounted. Motorola's price proposal summarizes a list of various implementation services at a lump sum price, instead of by APC as shown in the SWPA. Finally, when LFC attempted to verify implementation services prices in the online catalog as listed in the SWPA, prices were not found. Normally, implementation costs are based on fixed hourly or daily rates for implementation activities, such as system engineering, software installation, configuration, and system testing, with the estimated time to complete the services. This leaves the question whether the state is spending taxpayer dollars efficiently.

Most price agreements, like the Motorola SWPA are negotiated for one to four-years at a time, with terms allowing for extensions and changes in price. The current Motorola agreement expires in November 2020, and has been amended six times to allow for extensions and changes to the APC list as certain products have been removed or replaced. If DoIT has future procurements with Motorola, the department should follow the standard professional services guidelines, instead of a proposal and purchase order process. Standard guidelines will ensure the contractor activities and equipment provision are clearly outlined with

a corresponding cost that can be easily accounted for by the contractor and DoIT. Given the procurement issues mentioned above and the expiration date of the SWPA, State Purchasing Division in conjunction with DoIT should issue a request for proposal to expand the vendor pool to ensure competitive pricing.

DoIT Enterprise Services Radio Subscribers – As previously stated, by law (*Section 9-27-14, NMSA 1978*) DoIT has supervisory control over all mobile and fixed radio equipment for executive branch agencies. DoIT makes two-way radio communication services and radio devices available to agencies though its Enterprise Services program. Subscriber devices or radios used by state agencies fall into three categories:

- Mobiles – fixed mount radios within a vehicle
- Portables – handheld radios that provide the users with mobility
- Vehicular repeaters – coverage extenders mounted in a vehicle to enhance portable radio coverage around the vehicle.

Statute allows DoIT to charge agencies a fee for providing services and radio devices (see Attachment 1). DoIT may also provide two-way radio services to counties and municipalities at the same rates charged to state agencies. After increasing radio service rates in FY19 by 5 percent, DoIT decreased the rates on average by 15 percent for FY20, followed with a 23 percent increase for FY21.

State agencies expenditures for DoIT radio services from FY16 to FY20 are $46.2 million, averaging $9.2 million for the five-year period. DPS, DOT, and the New Mexico Corrections Department (NMCD) expenditures represent 80 percent of the five-year total.

Table 3. State Agency's Radio Communication Expenditures
FY16 - FY20
(in thousands)

Agency	FY16	FY17	FY18	FY19	FY20[1]	Total
Department of Game & Fish	$215.1	$194.1	$439.4	$38.4	$261.6	$1,148.6
Energy, Minerals & Natural Resources Department	$383.8	$468.9	$466.6	$125.4	$488.9	$1,933.6
Department of Health	$577.2	$513.2	$523.6	$549.4	$460.5	$2,623.9
Children, Youth & Families Department	$283.5	$313.8	$313.9	$302.0	$278.4	$1,491.6
New Mexico Corrections Department	$817.2	$1,330.2	$2,272.3	$4,030.2	$2,465.6	$10,915.5
Department of Public Safety	$3,575.8	$3,839.7	$3,951.3	$4,087.3	$3,482.4	$18,936.5
Homeland Security & Emergency Mgmt. Department	$0.0	$0.0	$0.0	$32.7	$365.0	$397.7
Department of Transportation	$2,119.3	$1,997.0	$1,919.4	$1,847.2	$1,694.2	$9,577.1
Total	**$7,971.9**	**$8,656.9**	**$9,886.5**	**$10,974.2**	**$9,496.6**	**$46,986.1**

[1]Approved budget amount

Source: State Agency's Operating Budgets

LFC has long-standing concerns with DoIT's radio rates and funding model because already aged equipment is incorporated into the rate structure. Given the relatively small user base of the P25 system compared to the total investment, attempting to operate P25 as a user funded enterprise is likely to remain problematic.

Conclusion – A single agency cannot solve communications operability, interoperability, and continuity alone. While DoIT has made progress towards replacing public safety communications infrastructure and equipment to enhance interoperable and emergency communications, more work is needed in governance, planning, coordination with key stakeholders, and project management. Without guidance from a well-maintained statewide interoperability communications plan from DHSEM, DoIT is not in a position to adequately meet its statutory duty of determining the need for and acquisition and disposition of radio equipment. Without the two agencies collaborating, statewide strategic direction to enhance interoperable

and emergency communications may be limited, the state's ability to address interoperability gaps may be impacted, and potentially result in unnecessary investments and higher costs.

With Motorola's current statewide price agreement set to expire in November 2020, DoIT and State Purchasing Division have an opportunity to issue a request for proposals to ensure a competitive procurement process, and expand the vendor pool with potential for more transparent pricing. Until then, DoIT's future procurements with Motorola should be scrutinized and monitored with adequate oversight and approval by the agency's chief procurement officer and chief financial officer.

Decisions for future P25 funding need take into account having a detail strategic plan that identifies the funding required to buildout the statewide radio infrastructure by region, replace subscriber units, and maintain and support the public safety communications network.

Recommendations – Prior to appropriating additional funding for the P25 project, the Legislature should consider requiring the Department of Information Technology to provide the LFC a detail strategic plan for implementing each phase to include the requirements to buildout the statewide radio infrastructure by region.

The Department of Information Technology should:

- Establish a proper governance structure in place to include key stakeholders in the decision making process for determining priorities;
- Obtain a dedicated full-time project manager;
- Develop a detail strategic implementation plan by phase; and
- In conjunction with State Purchasing Division issue a request for proposals for future procurements of radio infrastructure, equipment and implementation services prior to the November 2020 expiration of the existing statewide price agreement.

The Homeland Security and Emergency Management Department should:

- Update and approve the Statewide Interoperability Communications Plan.
- Ensure DoIT's budgets and plans to purchase infrastructure equipment conform to the interoperability standards developed by DHSEM.

The Interoperability Planning Commission should:

- Resume bi-annual meetings with key stakeholders to ensure activities related to the development and coordination of a statewide interoperability emergency communications plan meet stakeholders needs to support emergency management and public safety, and improve interoperability within and between local, state, tribal and federal agencies.

Attachment 1

Department of Information Technology Radio Service Rates

RATE CODE	SERVICE DESCRIPTION	MEASURE	FY 20	FY 21
RS-BAS	Base Station	Device per Month	$507.00	$635.00
RS-SCC	Single - Channel Console	Device per Month	$525.00	$654.00
RS-MCC	Multi - Channel Console	Device per Month	$1,360.00	$1,699.00
RS-MR	Mobile Radio	Device per Month	$67.00	$83.50
RS-RPT	Mobile Repeater	Device per Month	$142.00	$169.78
RS-CONTR	Contracted Maintenance		Contract	Contract
RS-PR	Portable Radio	Device per Month	$130.00	$155.00
RS-TM	Telemotes	Device per Month	$67.00	$83.65

Radio rates include the following:

- All hardware
- Develop configuration for the device
- Program the device, including periodic changes which may be requested by the agency
- Physical installation of the device(s)
- Network connection
- Routine preventative maintenance
- Unlimited repair
- Replacement end-of-life device(s), pending available funding
- 24x7x365 availability to respond to issues, outages, and failures
- Infrastructure to the backhaul network