



EXECUTIVE OFFICE OF TECHNOLOGY SERVICES & SECURITY

COMMONWEALTH OF MASSACHUSETTS | 1 ASHBURTON PLACE, 8TH FLOOR, BOSTON, MA 02108

CHARLES D. BAKER
Governor

CURTIS M. WOOD
Secretary

KARYN E. POLITO
Lieutenant Governor

October 1, 2021

Frank Pozniak
Executive Director
State 911 Department
151 Campanelli Dr., Suite A
Middleborough, MA 02346

RE: FISCAL YEAR 2021 COMIRS ANNUAL REPORT
(Reporting Period: July 1, 2020 – June 30, 2021)

Dear Director Pozniak:

INTRODUCTION:

In accordance with the Department of Telecommunication and Cable (hereinafter DTC) Order 18-2 dated June 29, 2018, DTC Order 20-1 dated May 26, 2020, DTC Order 21-3 dated May 26, 2021, the State 911 Department's Guidance Document as issued to the Executive Office of Technology Services and Security (hereinafter EOTSS) on or about September 9, 2020, and the Interdepartmental Service Agreement executed by and between the State 911 Department and EOTSS on or about March 18, 2020, I respectfully submit the Fiscal Year 2021 Annual Report for the Commonwealth's project to modernize, improve and expand its interoperable public safety radio system (hereinafter the CoMIRS Project).

The Fiscal Year 2021 CoMIRS Project Annual Report represents the second such report prepared and submitted by EOTSS. The purpose of this report and those to follow, is to help ensure that the CoMIRS Project is managed and funded in a manner consistent with the terms of the above referenced orders and G.L. c. 6A, §§ 18A-18J. Going forward and for the time during which Enhanced 911 Trust funds are used to support the CoMIRS Project, EOTSS will continue to file quarterly and annual reports with the State 911 Department consistent with the above referenced DTC orders, guidance documents and Interdepartmental Service Agreement.

CoMIRS+P25 BUSINESS PROFILE:

The CoMIRS+P25 project is a \$125M public safety communication system improvement initiative, being managed and funded through a formal collaborative business relationship created by and between the Executive Office of Public Safety and Security's (EOPSS) State 911 Department and the Executive Office of Technology Services and Security (EOTSS). This business relationship has been recognized and is regularly scrutinized by the Department of Telecommunications and Cable in its capacity as an oversight agent of the State 911 Department's management of the Enhanced 911 Fund.

Project management for the CoMIRS+P25 initiative has been conferred upon the Interoperable Communications Bureau of EOTSS¹ while oversight of the financial transactions that support the project remain with the State 911 Department. This binary governance model helps ensure that project milestones and deliverables are attained while at the same time providing for an independent assessment of expenditure compliance and return on investment.

As stated by the DTC in its 20-1 Order, “[t]he Commonwealth of Massachusetts Interoperable Radio System (“CoMIRS”) is an existing state-wide interoperable radio network that serves as the primary communications tool for many public safety first responders including the Massachusetts State Police. As such, PSAPs utilize the CoMIRS network to quickly and efficiently dispatch and relay emergency 911 information to first responders. Because of PSAPs’ direct reliance on CoMIRS and the fact that CoMIRS is used for 911 dispatch, the DTC has ruled that certain dispatch-related costs of the CoMIRS network are appropriately reimbursed by the [Enhanced 911 Trust] Fund.” Consistent with this order, EOTSS has begun the process of designing and engineering the Commonwealth’s next generation public safety radio network. This report, and those that follow, will serve to memorialize the financial, programmatic, and technical achievements and challenges that define the project.

FY2021 PROJECT PERFORMANCE BY TOPIC:

RECEIVED AND IMPLEMENTED THE STATE 911 DEPARTMENT’S GUIDANCE DOCUMENT:

On September 9, 2020, and in accordance with DTC Order 20-1, the State 911 Department issued a decision guidance document to EOTSS. The guidance document is intended to ensure that all PMO expenditures are made in accordance with DTC order, and Commonwealth law and regulation. The terms and provisions of the guidance document have been integrated into the PMO’s decision making practices. This document provides EOTSS guidance in three different program spaces:

- General guidance regarding the use and expenditure of “Enhanced 911 Trust Funds”: This section states that all expenditures must comply with all State Finance Law, the statutory provisions governing the State 911 Department and the Interdepartmental Service Agreement that allows EOTSS to leverage the Enhanced 911 Trust funds.
- Guidance for the modernization of the CoMIRS radio network: This section establishes the requirement that EOTSS act as the State 911 Department’s representative and upgrade the Commonwealth’s public safety radio network to a P25 digital system as authorized by the DTC. The section specifically identifies the types and categories of network expenditures that are consistent with DTC Orders. Moreover, this section sets-forth project reporting and audit requirements and fiduciary duties.
- Guidance for the replacement or upgrade of subscriber units owned and used by operable users: This section defines who is eligible to receive a replacement subscriber unit and what type of subscriber unit may be purchased for an eligible “operable user”. The section provides detailed instruction concerning ordering, inventory, and asset management of subsidized subscriber units.

¹ The Interoperable Communication Bureau of the Executive Office of Technology Services and Security” or “ICB” is often referred to as the CoMIRS+P25 Project’s “Program Management Office” or “PMO”. References to the “ICB” and the “PMO” can be used interchangeably throughout this report.

CoMIRS STRATEGIC PLAN ROADMAP MAJOR ACTIVITY 6.2.6; “SOLICIT PROPOSALS TO TRANSITION TO DIGITAL RADIO” (PLANNED AND EXECUTED ALL ACTIVITIES NECESSARY FOR THE DEVELOPMENT OF AN OPEN AND COMPETITIVE SOLICITATION FOR THE DESIGN AND CONSTRUCTION OF THE COMMONWEALTH’S NEW INTEROPERABLE P25 DIGITAL PUBLIC SAFETY NETWORK):

The activities necessary to successfully complete the Commonwealth’s CoMIRS+P25 Project are broad in scope and sophisticated in nature. Of all these activities, the development of a highly detailed and comprehensive Request for Response (RFR) is arguably the most pivotal in terms of project success. Predicated on the importance of hiring a vendor who possesses the resources and experience necessary to implement a project of this scope and complexity, EOTSS elected to issue the network RFR in two “parts”. The Part 1 RFR was issued on June 10, 2020 and was designed to pre-qualify prospective bidders in terms of resources, experience, and financial solvency. On September 18, 2020, and after a full analysis of all bidder responses, the PMO informed those bidders determined capable of implementing a statewide P25 public safety communications solution, that they were eligible to bid on the “Part 2” solicitation.

On October 30, 2020, the PMO posted the CoMIRS Modernization Part 2 Request for Response to COMMBUYS, as Bid# BD-21-1060-ITD-ITD00-55256, Agency Document Number PCR-21-00341. The solicitation was entitled, “Commonwealth of Massachusetts Interoperable Radio System Modernization System Architecture and Implementation Services (CoMIRS Modernization Part 2 RFR)”. The CoMIRS Modernization Part 2 RFR solicited proposed system architectures, equipment lists, radio capabilities, implementation services and pricing for modernizing the radio network. The RFR was only open to those bidders who were “pre-qualified” pursuant to the Part 1 RFR.

The Part 2 solicitation included over 1,000 distinct equipment, services, and service level requirements organized as follows:

CoMIRS Modernization RFR Requirements Categories

RF Requirements (REQ1)

REQ1-1 Standards and Guidelines
REQ1-2 Channel Plan
REQ1-3 Coverage & DAQ
REQ1-4 Capacity and Loading
REQ1-5 P25 Encryption
REQ1-6 Subscriber Interface
REQ1-7 P25 Infrastructure

Site Requirements (REQ2)

REQ2-1 Site Selection
REQ2-2 Physical Structure
REQ2-3 Site Accessibility/Security
REQ2-4 Shelter Equipment
REQ2-5 Electrical Supplies/Protections
REQ2-6 Backup Energy & Fuel Supplies
REQ2-7 Climate Control
REQ2-8 Tower Requirements

Backhaul Requirements (REQ3)

REQ3-1 Networking Requirements
REQ3-2 Backhaul Design
REQ3-3 Fiber Backhaul
REQ3-4 Microwave Backhaul
REQ3-5 Network Operations & Mgmt

Integration Requirements (REQ4)

REQ4-1 CoMIRS Analog Integration
REQ4-2 P25 Subsystem Integration
REQ4-3 Conventional Systems
REQ4-4 Console Integration
REQ4-5 Logging Integration

System Administration (REQ5)

REQ5-1 System Provisioning,
Configuration, and Management
REQ5-2 Encryption Keys (OTAR)
REQ5-3 Service Tools and Reporting

Warranty and Maintenance Requirements (REQ6)

REQ6-1 Warranty
REQ6-2 Maint. Services & Reporting
REQ6-3 Alarming and Notifications
REQ6-4 Included Spare Equipment
REQ6-5 Inventory & Ticket Tracking

Project Management (REQ7)

REQ7-1 Project Management Approach
REQ7-2 Scope and Schedule Mgmt
REQ7-3 Resource Management
REQ7-4 Communications Management
REQ7-5 Issue and Risk Management
REQ7-6 Quality Assurance & Control

Implementation Services (REQ8)

REQ8-1 Preliminary Design
REQ8-2 Final Design
REQ8-3 System Staging and Delivery
REQ8-4 System Installation
REQ8-5 Proof of Concept Testing
REQ8-6 Acceptance Testing/Punch List
REQ8-7 Final Acceptance
REQ8-8 Cutover
REQ8-9 Training and Documentation

Advanced Options (OPT9)

OPT9-1 Short Term Coverage Options
OPT9-2 LTE Integration
OPT9-3 Vehicular Repeaters
OPT9-4 Bi-directional Amplifiers
OPT9-5 Deployable Coverage
OPT9-6 Extended Warranties
OPT9-7 Dispatch Consoles
OPT9-8 Interoperability Gateways
OPT9-9 ISSI and CSSI
OPT9-10 Additional Sites and Cells
OPT9-11 Expanded Channel Capacity
OPT9-12 Air to Ground Solutions
OPT9-13 Paging
OPT9-14 Data Services
OPT9-15 Additional and Other Parts
OPT9-16 Integration with Nantucket
OPT9-17 Integration with Dukes
OPT9-18 Subscriber Programming Mgmt
OPT9-19 Remote Diagnostics Tools
OPT9-20 Redundant MSN/NSC
OPT9-21 Redundant Control Sites
OPT9-22 Link Layer Encryption
OPT9-23 Decommission Sites
OPT9-24 Hardened GPS Antennas
OPT9-25 Alternate Antenna Cutover

(Both Part 1 and Part 2 solicitations are available upon request and posted to COMMBUYS.)

As originally posted, the Part 2 RFR established a bid response deadline of January 15, 2021. On November 20, 2020, and at the request of one of the qualified bidders, the PMO extended the response deadline by sixty (60) days to March 15, 2021. The PMO granted this request citing the comprehensiveness of the RFR, the complexity of the project, and the logistical issues associated the Commonwealth COVID-19

restrictions. The PMO determined that it would be in the best interest of the Commonwealth to extend the deadline so as to provide bidders the time necessary to prepare a response that was as complete and as thorough as possible and to assure that multiple, competitive bids were received. On February 8, 2021, the PMO received a second request from one of the qualified bidders, seeking to extend the RFR response date again; this time by an additional thirty (30) days to provide adequate time to respond to RFR optional provisions. Once again, and citing the comprehensiveness of the RFR and the importance of providing all vendors the time they need to prepare a responsive, thoughtful and competitive proposal, the PMO agreed to extend the bid response date to April 14, 2021.

Between November 9, 2020 and March 28 2021, the PMO conducted weekly conferences with the qualified bidders. Because of COVID-19 restrictions, all conferences were conducted remotely using Microsoft Teams; conferences were recorded and archived. These conferences provided the bidders regular access to the PMO for the purpose of clarifying RFR requirements and better preparing their respective submissions.

On April 14, 2021, the PMO received bid responses from each qualified bidder. The Strategic Sourcing Services Team (SSST) began its analysis and evaluation of the bid responses immediately thereafter. Evaluative criteria and scoring metrics were developed, approved and documented by the SSST prior to the opening of the bids. As part of the SSST's analysis and evaluation, the team scheduled and conducted six, two-hour oral presentation sessions with each bidder. Each session was structured to allow the bidder one hour to present on a series of predetermined topics; the remaining hour was reserved for SSST questions. During the evaluative process the SSST leveraged the technical expertise of its contracted LMR engineers (Mission Critical Partners) to assist in the analysis and comparison of RF coverage, technical proposals and relative costs. Finally, the SSST conducted reference checks for each bidder. At the completion of the bid review process each SSST member prepared and submitted their evaluative scores based on their personal analysis of the data and information provided. Team member scores were then compiled into a single SSST scorecard with an aggregate mean and median score tabulated for each scoring category. The SSST scorecard was reviewed by the SSST as a group. The group reviewed each scoring category and subcategory and worked toward a single SSST "final score" for each bidder. The SSST completed its work in July and forwarded its recommendation to Secretary Curtis Wood on July 15, 2021.

On July 16, 2021 Secretary Curtis Wood notified the selected vendor that it had been named the "apparent successful Bidder" for the Commonwealth of Massachusetts Interoperable Radio System Modernization – System Architecture and Implementation Services Request for Response (CoMIRS Modernization Part 2 RFR, BD-21-1060-ITD00-ITD00-55256). Notice was posted to COMMBUYS as required. Whereas the Part 2 selection process remains active and on-going, the PMO elects to keep the name(s) of the qualified bidders confidential so as to protect the integrity of the selection process and ensure that the Commonwealth not compromise its position during upcoming contract negotiations. Once a contract is formally executed, CoMIRS will comply with all regulatory and statutory disclosure requirements.

COMIRS STRATEGIC PLAN ROADMAP MAJOR ACTIVITY 6.2.7 "ACQUIRE TDMA DIGITAL RADIOS FOR CURRENT [NETWORK] USERS":

As stated in the Commonwealth's 2017 Interoperable Radio System Study, "[r]eplacing aging analog radios cannot wait until the digital network is built. Rather, the sheer number of radios that are incompatible with modern digital communications requires a dedicated and long term approach to subscriber unit replacement....[a]ll critical, operable radios should be replaced prior to the completion of the CoMIRS digital network." (6 CoMIRS Digital Modernization Roadmap, Major Activity 6.2.7). To this end, the PMO and the State 911 Department worked collaboratively with the Office of the State Comptroller to

develop a grant program by which network “operable users” could access project funds to replace and/or upgrade active/non-compliant subscriber units.²

On November 10, 2020, the PMO announced the CoMIRS *Radio Upgrade Grant Program (RUP)* and issued the “*Radio Upgrade Grant Notice and Guidelines*”.³ The grant provides eligible applicants the funds necessary to replace and/or upgrade active/non-complaint subscriber units that satisfy certain pre-defined use and activity metrics. In addition to the funds necessary to replace and/or upgrade radios the grant also provides an allowance formula for radio programming and vehicle installation.

The *Radio Upgrade Grant* is “disbursement” grant. This construct allows communities to purchase, program and install the subscriber units that are necessary for them to maintain public safety communications, absent the burden of identifying and leveraging operational funds. Once a Grantee has received a grant award and executed the requisite contractual documents, they may immediately issue a purchase order for their radios.⁴ Upon delivery of the radios, the Grantee, subject to the execution of a limited set of compliance certifications, is eligible to receive their grant disbursement.

The Radio Upgrade Grant Program (“*RUP*”) will facilitate the replacement, programming and installation of approximately 7,000 active/non-compliant public safety subscriber units and the upgrade another 4,500 units, at a total cost of \$~26,000,000.⁵ For Fiscal Year 2021, the PMO budgeted \$18,000,000 for grant funded subscriber unit replacements and upgrades.⁶ The PMO received its first grant application in January of 2021; over the ensuing six months the PMO evaluated grant applications from 122 public safety operable users, approving \$10,978,037.43 in awards before the end of Fiscal Year 2021. The Fiscal Year 2021 grant awards supported the replacement, programming and installation of 2,297 portable radios and 1,918 mobile radios. Of this total, \$4,945,027.89 was fully disbursed by the end of the fiscal year. The balance of the Fiscal Year 2021 awards will soon be disbursed, subject only to the Grantees’ receipt of their radios and submission of their disbursement certifications. (It should be noted that many Grantees have experienced excessive delays in the delivery of their radios as a result of disruptions in supply chains, production, and shipping caused by the pandemic.)

In addition to the nearly \$11M in grant funds authorized for the replacement of active/non-compliant radios, the PMO also approved license and software upgrades for another 1,729 active/non-compliant radios during Fiscal Year 2021. The cost of these upgrades will likely be managed directly by the PMO leveraging

2 An “Operable User” is a state, county, or municipal public safety, first responder agency or department who: (1) relies on CoMIRS for their daily and routine communication, and (2) relies on CoMIRS to communicate with other agencies and jurisdictions in times of emergency, major events and/or cross-jurisdictional matters, and (3) is approved by the Secretary of the Executive Office of Technology Services and Security as an “Operable User” for the purpose of grant eligibility.

3 Between January 29, 2021 and March 19, 2021, the PMO published three supplemental guidance documents:

- Supplemental Guidance #1 (Issued January 29, 2021): This guidance document provided a mechanism whereby grant eligible applicants could request the deferment of grant disbursements until FY2022 in order to provide their respective communities sufficient time to appropriate and/or allocate funds to satisfy their financial responsibilities under the grant. It also amended the list of grant eligible applicants and allowed all applicants to submit their applications in Fiscal Year 2021.
- Supplemental Guidance #2 (Issued February 19, 2021): This guidance document extended the filing deadline for Fiscal Year 2021 to April 2, 2021. This extension was authorized after a number of grant eligible Operable Users requested additional time to complete their applications.
- Supplemental Guidance #3 (Issued March 19, 2021): This guidance document further defined a Grantee’s obligation to make sure that radios replaced with a radio purchased with grant funds be rendered incapable of further operation on the CoMIRS trunked system. Radios purchased with grant funds were intended to replace, not supplement, existing analog radios. This “one-for-one” rule was necessary to ensure that system demands did not exceed current system capacity.

4 A Standard Contract Form is executed by municipal grantees, while an Interdepartmental Service Agreements is executed by those grantees using the Massachusetts Management Accounting and Reporting System (MMARS).

5 Although the 2017 Study projected the cost of subscriber unit replacements and upgrades to be ~\$75M the combination of aggressive price negotiations and the enforcement of an objective set of replacement eligibility standards, the overall cost of replacements and upgrades is now projected to be less than half the amount advanced in the 2017 Study.

6 Although a large number of subscriber units must be replaced in order to function during the transition from the legacy system to the new CoMIRS+P25 system, far fewer only require a license or software upgrade. For the purpose of the budget calculations, a software and/or license upgrade is projected cost \$1,500.

Enhanced 911 funds that have already been budgeted for subscriber unit replacement and/or upgrades. Although the cost of the upgrades remains an active topic of negotiation, the PMO has budgeted \$1,500 for each upgrade. The PMO actively continues to negotiate pricing and installation services with the software provider; once a purchase and logistics agreement is reached, upgrades will begin forthwith. It is the PMO's plan to substantially complete all upgrades in Fiscal Year 2022.

The last day to file a RUP grant application is February 25, 2022. Based on the assessment of public safety communications equipment inventories as well as CoMIRS activity and affiliation data, the PMO anticipates that grant requests for an additional 700 portable radios, 2,000 mobile radios and 2,500 upgrades may be submitted prior to the last date to file.

MIGRATE FRANKLIN COUNTY PUBLIC SAFETY AGENCIES ONTO THE CoMIRS NETWORK:

In Fiscal Year 2020, the Franklin County Regional Council of Governments (FRCOG) approached the Commonwealth of Massachusetts with a developing public safety emergency. FRCOG reported that the Franklin County Emergency Communications System (FCECS) was failing. The system's architecture was obsolete, parts were no longer being manufactured and technical support was coming to an end. After assessment, EOTSS decided that the most responsible and prudent course of action would be to migrate the Franklin County public safety agencies onto the CoMIRS network. During Fiscal Year 2021 the PMO, with the assistance of the MSP radio team and Mission Critical Partners, developed and implemented an action plan to transition the Franklin County public safety agencies from FCECS to CoMIRS. By leveraging existing equipment, and previously licensed spectrum, and authorizing a targeted procurement, the PMO was able to expand the voice capacity in northwest Massachusetts to the point where CoMIRS could accommodate the Franklin County public safety agencies.

In addition to network capacity the PMO also had to ensure that all Franklin County public safety agencies had CoMIRS compatible subscriber units. To this end, EOTSS authorized FRCOG to file a *RUP* grant application on behalf those county operable users that need new radios. On March 8, 2021, EOTSS approved a FRCOG grant application in the amount of \$3,008,489.77 for the purchase of 843 portable radios and 439 mobile units. Between March and June 25, 2021, 521 subscriber units were received and deployed by the FRCOG public safety departments. The balance of the newly purchased portables and mobile radios will be fully deployed within the first few weeks of Fiscal Year 2022.

Formal migration from FCECS is nearly completed. Departments are moving to CoMIRS at their own cadence as determined by the receipt and deployment of their new subscriber units and the resolution of any particular coverage or connectivity issues they may experience. It is anticipated that all departments will be fully transitioned by the fall of 2021.

CoMIRS STRATEGIC PLAN ROADMAP MAJOR ACTIVITY 6.1.7, "PRIORITIZE AND ADDRESS IMMEDIATE NEEDS REPAIRS": FINAL RESOLUTION OF AN ANALOG COVERAGE ISSUE ALONG ROUTE 1 IN SAUGUS:

Early in Fiscal Year 2021, the PMO agreed to help the Massachusetts State Police develop a plan to address an analog radio coverage problem that was creating serious officer safety issues along a busy stretch of Route 1 in Saugus.

During the 2nd Quarter of Fiscal Year 2021, the PMO identified space on a privately owned tower that not only addressed the State Police coverage problem, but also offered the PMO a future opportunity to perhaps enhance CoMIRS+P25 network coverage. The PMO structured an arrangement with the tower company and the Massachusetts State Police whereby the State Police purchased the equipment that was necessary to resolve the current analog coverage issues while the PMO purchased the equipment that could remain in

place once the new P25 network was implemented. This cost sharing model resolved the State Police coverage problem, and provided the PMO an opportunity for future coverage while making certain that State 911 funds were only expended on the P25 network. The Massachusetts State Police expended \$22,540 on their portion of the equipment and assumed the monthly tower license fee. The PMO authorized the expenditure of \$81,350 in program funds for that aspect of the equipment that was directly attributable to the improved operation of the CoMIRS+P25 network. The Saugus tower improvement project was completed at the end of June 2021.

**COMIRS STRATEGIC PLAN ROADMAP MAJOR ACTIVITY 6.2.3, “OBTAIN ADDITIONAL SPECTRUM”:
(IDENTIFICATION, COORDINATION, AND LICENSURE OF FREQUENCIES TO SUPPORT THE FUTURE COMIRS
SYSTEM):**

During Fiscal Year 2021, the PMO, with the assistance of its engineering consultant Mission Critical Partners, spent significant time and resources identifying and coordinating public safety frequencies that could be used for the implementation and rollout of the new CoMIRS digital system. This effort involved the identification and repurposing of spectrum currently licensed by the State Police, the identification of new spectrum, and the licensing of those frequencies. In the 3rd Quarter, the PMO approved payments totaling \$236,162.00 to the Association of Public-Safety Communications Officials International for the preparation and coordination of 34 FCC frequency applications. These applications have secured spectrum for both Implementation Stage 1 and Implementation Stage 2 of the CoMIRS+P25 project. As the PMO continues to negotiate the scope of work with the apparent successful bidder of the Commonwealth’s CoMIRS modernization Part 2 RFR, additional spectrum may be needed depending upon the nature of the final contract.

**JOINED THE STATE 911 DEPARTMENT AT ITS ANNUAL HEARING IN FRONT OF THE DEPARTMENT OF
TELECOMMUNICATION AND CABLE:**

On April 7, 2021, the PMO, Secretary Curtis Wood and Assistant Secretary Matthew Moran joined the State 911 Department at its annual oversight hearing in front of the Department of Telecommunication and Cable. At the request of the State 911 Department, the PMO prepared responses to the DTC’s information requests and Secretary Wood and Project Manager Scott Bailey actively answered questions asked by the DTC hearing officer and the Assistant Attorney General representing the Office of Attorney General in its capacity as an intervenor.

On May 26, 2021 the DTC issued its final order in the matter of DTC 21-3. In relevant part, the DTC reemphasized its previous position that:

- 911 surcharge funds not be used on CoMIRS expenses unrelated to 911 services,
- EOTSS and the PMO comply with the detailed formal guidance document prepared and issued by the State 911 Department,
- the PMO provide quarterly and annual reports to the State 911 Department, including a detailed accounting of the CoMIRS project updates, current fiscal year expenditures and a detailed list of other funding sources for the CoMIRS

The DTC went on to state that the State 911 Department was maintaining compliance with the above referenced requirements and had put in place the appropriate mechanisms to monitor the PMO’s use of 911 surcharge funds.

MONITORING AND AUDITING OF THE PROJECT BUDGET AND EXPENDITURES:

Total project expenditures for Fiscal Year 2021 proved far less than what was originally projected and budgeted. The CoMIRS+P25 project budget for Fiscal Year 2021 was originally funded at \$40,829,910.00,

with actual spending being \$6,757,195.56. A significant portion of the Fiscal Year 2021 budget was constructed on two relevant foundational assumptions:

1. The Commonwealth's CoMIRS modernization RFR could be awarded early in the fiscal year and if so, early costly milestones would begin being invoiced sometime around January.
2. The cost of replacement subscriber units would track closely to the projections advanced in the 2017 study and the manufacturers of the units would be able to produce and deliver the units on demand.

For Fiscal Year 2021, the PMO budgeted \$20M for network design and construction activities. This budget decision was based on the assumption that a contract could be signed by the end of the CY2020 and deliverables could materialize shortly thereafter. The fact of the matter is the RFR process has taken far more time than anticipated, and consequently, the contract was not awarded as planned. The complexity of the project yielded an RFR that was exceedingly detailed, technically precise and to every extent possible, void of ambiguity. Upon issuance, the RFR set out more than 1,000 specific performance requirements to which prospective bidders had to respond. The complexity and extensiveness of the RFR caused bidders to request not one but two bid deadline extensions. Bidder conferences were conducted over a ten week period and lasted two hours per session. Once submitted, the Strategic Sourcing Team needed an additional eight weeks to analyze and evaluate the responses. In fact, the selection process remains an on-going effort today. Although an "apparent successful bidder" was formally selected by Secretary Wood in July, final contract negotiations remain on-going. Once contract negotiations are completed, the PMO will be far better positioned to realign the out year budget in a manner that will reflect an agreed upon payment schedule.

The budget for Fiscal Year 2021 also included \$18M in subscriber unit spending. The actual Fiscal Year 2021 expenditure for radio purchases, programming and installation (mobiles only) was slightly less than \$5M. Notwithstanding actual spending, there remains \$6M in outstanding invoices for purchases that were approved in Fiscal Year 2021 that were not submitted for payment until after June 30, 2021. It is expected that these invoices will be delivered and paid within the first six months of Fiscal Year 2022. Additionally, the PMO has formally committed to the upgrade of 1,729 radios at a cost of \$2.5M. Between the \$11M in authorized purchases and \$2.5M in authorized upgrades the PMO will expend \$13.5M of the \$18M initially budgeted. Despite delays in grant application submissions, and the production and delivery challenges confronted by radio manufacturers, the PMO is satisfied with the progress made in Fiscal Year 2021 to replace and/or upgrade system subscriber units.

The budget for Fiscal Year 2021, included \$1.5M for tower shelter and emergency generator improvements and repairs. During the development of the RFR a decision was made to include tower shelter and emergency generator improvements and repairs in the contract. Accordingly, no expenditures were made from this line item. This line item for "major building renovations" will be significantly reduced or eliminated in the Fiscal Year 2022 budget. Alternatively, these expenditures will be accounted for in the contract with the successful bidder to the CoMIRS Modernization Part 2 RFR and not separately funded.

As required by the State 911 Department Guidance document, the PMO, the Director of Finance for the State 911 Department and the Director of Finance for EOTSS continue to collaborate and remain committed to jointly monitoring program expenditures.

All authorized expenditures were paid from the Enhanced 911 Trust account. The Enhanced 911 Trust was the exclusive source of funding for these expenditures.

Table 1 illustrates the difference between the Fiscal Year 2021 budgeted allotments and actual year end expenditures.

TABLE 1
FISCAL YEAR 2021 BUDGETED ALLOTMENTS V. ACTUAL EXPENDITURES

FY 2021					
Budgeted v. Actual Expenditures					
Object Class	Object Code	Description	Budgeted	Actual Expenditures	Delta
AA	A01	State Payroll	\$ 70,000.00	\$ 74,952.00	\$ (4,952.00)
BB	B01	Employee Expenses	\$ 500.00	\$ -	\$ 500.00
DD	D09	Fringe/Payroll Tax	\$ 4,000.00	\$ 28,721.60	\$ (24,721.60)
EE	E16	Indirect Cost	\$ 80,000.00	\$ 24,667.88	\$ 55,332.12
EE	E19	FCC Licenses	\$ -	\$ 236,162.00	\$ (236,162.00)
NN	N16	Major Building Renovation	\$ 1,500,000.00	\$ -	\$ 1,500,000.00
PP	P01	Municipal Payments for Subscriber Units	\$ 10,600,000.00	\$ 1,766,448.46	\$ 8,833,551.54
UU	U01	Microwave circuits	\$ -	\$ 7,107.00	\$ (7,107.00)
UU	U05	IT Staff Augmentation	\$ 453,000.00	\$ 171,726.87	\$ 281,273.13
UU	U07	Subscriber Units IT Equipment Purchase	\$ 7,357,027.00	\$ 3,178,579.43	\$ 4,178,447.57
UU	U07	Network IT Equipment Purchase	\$ 19,268,149.00	\$ 79,723.00	\$ 19,188,426.00
UU	U11	PMO Professional consulting services	\$ 1,492,234.00	\$ 1,189,107.32	\$ 303,126.68
UU	U98	Reimbursement for Travel and Expenses for IT Professionals	\$ 5,000.00	\$ -	\$ 5,000.00
			\$ 40,829,910.00	\$ 6,757,195.56	\$ 34,072,714.44

Pursuant to DTC Order, the State 911 Department's Guidance Document as issued to the Executive Office of Technology Services and Security (hereinafter EOTSS) on or about September 9, 2020, and the Interdepartmental Service Agreement executed by and between the State 911 Department and EOTSS on or about March 18, 2020, the full list of Fiscal Year 2021 expenditures by MMARS object code and vendor is attached hereto as "Attachment 1".

FISCAL YEAR 2022 BUDGET:

The PMO has intentionally delayed the publication of its Fiscal Year 2022 budget, subject to the finalization of contract negotiations with the apparent successful bidder for the CoMIRS modernization RFR. As soon as the network modernization contract is executed, the PMO will meet with the Director of Finance for the State 911 Department and the Chief Financial Officer for the Executive Office of Technology Services and Security and update the project's Five Year Budget, consistent with the contract terms governing payment and deliverables.

In the event there are any questions or if clarification concerning any aspect of this report would be helpful, the PMO would be pleased to assist. Inquiries may be directed to Assistant Secretary Matthew Moran at (617)-626-4400 or email at Matthew.E.Moran@mass.gov.

Respectfully,



Curtis Wood (Oct 1, 2021 12:28 EDT)

Curtis Wood,
Secretary of Technology Services and Security
Commonwealth Chief Information Officer