

APCO AFC STUDY REPORT

AN ANALYSIS OF THE
MANAGEMENT AND
OPERATIONAL
CHARACTERISTICS OF
APCO'S AFC
SUBSIDIARY

MAKING THE VISION OF AUTOMATION A
REALITY

Submitted July 30, 1996

INTRODUCTION TO PROJECT'S OBJECTIVES AND METHODOLOGY

ESTABLISHING THE DESTINATIONS AND MAPPING THE COURSE

The APC Study Committee was organized by APC's President, Norman M. Stone, to provide an independent review of APC's APC organizational, operational and managerial systems. In setting this assignment, President Stone made it very clear that he did not want to participate in some form or manner of the study.

In order to get management, Regulation Affairs established the following primary objectives:

1. Conduct the APC operations and determine when if any operational changes can or should be made to improve upon the Association's current operations.

2. Review the APC organizational structure and determine when if anything can or should be done to improve upon its ability to respond to the Association members and other APC users.

3. Review to evaluate our current technology platform and determine changes and/or improvements as may be necessary to ensure the Association is prepared to operate in a computer environment, should it become necessary.

4. Review the interrelationship between the APC voluntary and APC's Information Service System.

5. Review the cost and quality of operational and managerial activities.

In accepting these objectives, President Stone appointed a Special APC Study Committee composed of one (1) individual who has previous experience in financial and legal personnel, one (1) former operational manager, three (3) former and one (1) current member to establish a balance between operational and managerial experience to ensure a fair, unbiased and professional analysis. It should also be noted that all of the members were volunteers who participate because of the difficulty of the task at hand presented to the Association and ongoing personal and professional relationships with APC's staff and management. In spite of these concerns, each of the Committee members accepted their responsibility to the Committee chair, APC's Executive, APC's Board of Directors and the Executive Council.

INTRODUCTION TO PROJECT'S OBJECTIVES AND METHODOLOGY

ESTABLISHING THE DESTINATIONS AND MAPPING THE COURSE

The AFC Study Committee was appointed by APCO's President Ross Morris to provide an independent review of APCO's AFC organizational, operational and management capabilities. In making this assignment, President Morris made it very clear that he did not want to preconceive or dictate the outcome of the study.

In making his assignment, President Morris established the following primary objectives:

1. Analyze the AFC operation and determine what if any operational changes can or should be made to improve upon the Association's return investment.
2. Evaluate the AFC organizational structure and determine what if anything can or should be done to improve upon its ability to respond to the Association members and other AFC users.
3. Attempt to evaluate our current technology platform and recommend changes and/or modifications as may be necessary to ensure the Association is prepared to operate in a competitive environment, should it become necessary.
4. Evaluate the inter-relationship between the AFC subsidiary and APCO's Information Services division.
5. Ascertain the extent and quality of operational and organizational planning.

To accomplish these objectives, President Morris appointed a Special AFC Study Committee comprised of two (2) individuals who had extensive coordination background, one (1) past president, and one operational manager. Every effort was made to establish a balance between coordination's and management's experience to ensure a fair, unbiased and unencumbered analysis. Initially, each Committee members expressed some reluctance to participate because of the difficulty of the task, its critical importance to the Association and ongoing personal and professional relationships with APCO's staff and management. In spite of those concerns, each of the Committee members accepted their responsibilities to the Committee chair, APCO's President, APCO's Board of Officers and its Executive Council.

The following APCO members served on the AFC Study:

Craig M. Jorgensen	Chairman	Past President and Life Member, Utah Chapter
Norm Coltri	Member	Frequent Advisor and Member of the Executive Council, Atlantic Chapter, New Jersey State Police
Art McDole	Member	Frequency Advisor and Life Member, Northern California APCO
Steve Souder	Member	Member of the Executive Council, Commonwealth of Virginia, Arlington County Emergency Communications

The first step in the process was to define a detailed methodology that could be used as an operational guideline and milepost evaluator (Note Appendix #1). At each step or phase of the process, the chair encouraged each Committee member to provide his own analysis and interpretation of the information and facts gathered. This ensured a well-balanced report that was not dominated by any particular bias or perspective. This open-ended discussion helped ensure the APCO members selected for the AFC Study Committee could arrive at a general consensus without jeopardizing either their individual or collective integrity.

Once the Committee had received some of the information they had requested, they proceeded to evaluate each element of data provided in relation to the specific objectives of the project. After a careful evaluation of all the data, the Committee prepared a list of APCO staff members they felt they needed to interview, and a detailed list of questions. Once the Committee agreed on the list of questions, they then established what questions would be asked each staff member. Every effort was made to focus the questions on a particular staff member's job duties or expertise so as to ensure a fair opportunity for the staff to provide us the highest level of information possible, from the most knowledgeable source (Note Appendix #2). Finally, to further ensure the report maintained a balanced perspective, we split the Committee into two interview groups. Each group had one active local frequency advisor and one non-frequency advisor.

The Committee then scheduled an on-site visit to APCO's International's headquarters office to conduct face-to-face interviews. Each employee interviewed was assured their specific individual comments would not be directly attributed to them in our report unless it was necessary to establish the comments' credibility and/or it was obvious who provided the information. The employees were given an opportunity to specifically define any comments they considered confidential.

Due to the volume of data we were considering and the significance of the issues we were addressing, the Committee was not able to spend the time conducting the kind of detailed coordination process analysis we strongly believe is necessary. Nor were we able to spend the time we desired to simply watch the work flow in order to offer specific processor-operational recommendations that could be done quickly and without major stress on staff.

After completing most of our interviews, it became obvious to the Committee members that we needed to weigh on balance what we had seen and not seen at APCO International with how one of APCO's competitors generally performed the same service. Accordingly, the Chair asked and received permission from President Ross Morris to visit with CET President Bill Davis, who maintains his operation just a few minutes away from the APCO International Office. Mr. Davis very graciously invited the Committee down to the CET office to go through his operation and ask questions. The Committee was able to obtain general information about his personnel, staffing, operational platform,

and current system. All the data provided by Mr. Davis only served to solidify some of the conclusions we had already made.

Before our visit, it was made very clear to Mr. Davis that we were not shopping for a new service provider nor were we empowered to do so. Mr. Davis respected that position and provided his own professional perspective of his operation, APCO's, the FCC and what the future may hold. In the opinion of the Committee, none of the data we received from Mr. Davis was either inappropriate or unprofessional.

After completing our on-site interviews, each of the Committee members prepared their perspective of APCO's, AFC's and IS's strengths, weakness, opportunities and threats (SWOT). The Committee then combined and reduced the list to only those issues that we felt were most critical.

Once the SWOT analysis was completed, we finalized a questionnaire (Note Appendix #3) that was mailed to all the ADCOM Committee members. The Committee chose to mail the questionnaires to the ADCOM Committee members because they represent the APCO Board of Officers, the members and the local frequency advisors. We felt their input and comments were critical to the process, the Association's long-term objectives and our study Committee objectives.

The results of the questionnaires were then compiled, tabulated and included in our final comments and recommendations.

EXECUTIVE SUMMARY OF APC'S STUDY COMMITTEE'S RECOMMENDATIONS

EXECUTIVE SUMMARY

BRINGING THE PROBLEM INTO

The APC Study Committee's recommendations are based on our members' own reports and other information provided the Committee, our experience and our knowledge of the industry. We have not done an extensive survey of the industry, but we had an opportunity to talk with many members throughout the country. We learned independently how we had generally been treated.

We requested to examine the reports and documents we chose of the Committee members' reports of their findings we were provided. All the reports and documents we were given were copies of the original as they appeared in the original form. We requested to examine the original documents to see if there were any differences between the copy and the original.

In general, we found APC's treatment of its APC members to be highly professional and fair. They were willing to do whatever is best for the Association. There is a high level of involvement and a high level of responsibility to make it what they do. Therefore, at the meeting where the study committee first met in perspective and brought on board the study and working on it, the committee often made to get the Association's APC members to work on a study. Although we believe that the Association's involvement in the study process is a major factor in the success of the study, we were surprised to see questions left about the study only a general statement was given.

The Committee found it very difficult to judge existing process because of the complex and highly variable nature of the industry. In general, we appear to be in a position of a general working agreement and management team to a more formalized industry. The study process, however, does not have any organizational documentation or guidelines.

During the course of the study, we found nothing to indicate that the study process was flawed or should be changed in a major way. In the opinion of the study committee, the study process is generally a successful group of APC members who are highly motivated and knowledgeable in the way they know how. However, it is very clear that the study process is a highly quality oriented and extremely valuable. It is clear that they are in the study process. The study of formal policy, procedure and quality oriented in a major context to the study.

There would be also at least that does the Committee's report. We would like to see APC and its study committee of our industry and analyze the study process. We would like to see the study process in detail and the data from established to ensure quality oriented in a major context to the study.

EXECUTIVE SUMMARY OF AFC'S STUDY COMMITTEE'S RECOMMENDATIONS

BRINGING THE PROBLEM INTO FOCUS

The AFC Study Committee's recommendations are based on our evaluation of the written and verbal information provided the Committee, our experience and our on-site visit. Because we spent a limited amount of time on site, we had an opportunity to deal with only management issues and not the detailed work-product flow we had originally hoped to address.

It is important to remember the opinions and comments are those of the Committee members based on the information we were provided. We do not intend this document to be the final work on these issues but rather to be opening discussions of formal plans to implement far-reaching changes in the way the Association conducts its AFC and IS business.

In general, we found APCO International and its AFC and IS staff to be helpful, dedicated and more than willing to do whatever is best for the Association. There is a high level of commitment and a degree of pride and ownership in most of what they do. Therefore, as the readers review this audit report, they must keep in perspective and weigh on balance the issues and problems we see vs. the tremendous effort made to get the Association's AFC system to where it is today. Although we believe there are significant weaknesses in our current process, it cannot be understated that the majority of the individuals who responded to our questionnaire felt things had significantly improved from several years ago.

The Committee found it very difficult to judge staffing patterns because of the lack of readily available formal process documentation. In general, we appear to be evolving from a growing reactive organization and management team to a more formalized business. However, our internal process, decision audit trails and organizational documentation are significantly lacking.

During our review, the Committee found nothing to indicate the concept of using local advisors was flawed or should be changed in a major way. In the opinion of the Committee, the local advisors are generally a dedicated group of APCO members who are attempting to serve their Association in the best way they know how. However, it is very clear that the use of local advisors, their quality control and continuing evolution of how and when they are to be used must be reviewed. The lack of formal policies, guidelines and quality control is a major concern to the Committee.

Quality control is also an issue that drew the Committee's attention within both the AFC and IS. During the course of our interviews and analysis we were unable to find very few formal processes or procedures that have been established to ensure quality control and evaluation is taking place.

There are six general areas and one very specific area that the Committee is very concerned about.

- 1) There is a lack of organized and formalized vision with APCO's AFC and IS. We continue to react to current problems instead of looking toward the future.
- 2) There does not appear to be any organized planning taking place. We were unable to find any long- or short-term plans that would give an indication of where the Association was going with either IS or AFC.
- 3) There is a significant communications problem between the various organizations within APCO. For example, the data processing personnel and the Controller described a recent application they were working on for AFC as an accounting program. Yet, when questioned on this issue by the Board of Officers, the Executive Director and the AFC Director characterized it as a coordination tracking program. It is difficult to comprehend that IS thinks they are working on an accounting program and AFC thinks it is a tracking program.
- 4) The AFC and IS are still unable to function as part of a team; IS and AFC are making progress in becoming fully automated, but that progress needs to be more rapid.
- 5) The Association is clearly lacking formalized policies that would assist the Association's management team in doing their work.
- 6) The Association is at a crossroads in being in the information technology business. We believe that within the next year the Association needs either to make the financial and human capital commitment to operate a centralized computer operation or they need to seek out other alternatives. We have listed at least two other options that could be considered.
- 7) The Committee is deeply concerned that the Association is failing to take advantage of the expertise available through the ADCOM Committee, the Board of Officers and the Executive Council and its own fine staff. We believe the first three groups have a need to become more involved in establishing global policies vision and a sense of future direction. The staff needs to be more proactive in developing their own vision for review by the first three groups and implementing their visions in a cost-effective and efficient manner.

Finally, the Committee was left with the unsettling feeling that the APCO International staff and management are working very hard at becoming a business, while the members are expecting and assuming they are an organization dedicated to serving them. The Board of Officers and Executive council must find a way to delineate where service ends and business begins. The two are not incompatible concepts; however, if we lose sight of the need to serve the members, we are no longer APCO and all it stands for.

SWOT Analysis

APCO-APC AND IS
STRENGTHS, WEAKNESSES,
OPPORTUNITIES AND THREATS

STRENGTHS

**APCO AFC AND IS
STRENGTHS, WEAKNESSES,
OPPORTUNITIES AND THREATS**

APCO APCAIS FINDINGS

STRENGTHS

THE ASSOCIATION'S CORE STRENGTHS AND ITS ORGANIZATIONAL LOYALTY AND DEDICATION

31. APCO's core staff is quality oriented, is well-trained and motivated.
32. APCO's management team has solid track record of APCO's success.
33. APCO's APC management team exhibits a strong sense of the desire to do a very good job for the Association.
34. APCO's APC management team is successful in implementing strategic management initiatives that lead to growth in the membership and retention of members.
35. The Association has a strong APC staff that is well-trained and loyal to the objectives of the Association as well as to the Association's success.
36. The Association has a strong IS staff that is well-trained and loyal to the objectives of the Association as well as to the Association's success.
37. Information Systems employees have a strong sense of loyalty to the Association and its success.
38. All the operational staff members are well-trained and loyal to the Association and the APC.
39. There are numerous initiatives that staff members have used to improve the Association's technology, applications or administrative processes.
40. The APC's operational processes are well-trained and loyal to the Association and its success.
41. APCO's management and staff have made significant progress in the area of organizational loyalty and dedication.

The overall concept was to assess how the APCO's core staff, management, and operational staff are organized to provide the public, local government services, and the APC's staff with the best possible service. The findings are based on the responses of those interviewed.

APCO AFC/IS STRENGTHS

THE ASSOCIATION'S CORE STRENGTHS ARE ITS ORGANIZATIONAL LOYALTY AND DEDICATION

- S1 AFC business could, in general terms, be considered a monopoly.¹
- S2 APCO's management team has total control of AFC's destiny.
- S3 APCO's AFC management team exhibits enthusiasm and the desire to do a very good job for the Association.
- S4 APCO's AFC management team is sensitive to the importance of maintaining a strong financial condition and reacts to changes in that condition in a positive manner.
- S5 The Association has a core AFC staff that is extremely dedicated and loyal to the objectives of the Association as they know them or interpret them.
- S6 The Association has a core IS staff that is extremely dedicated and loyal to the objectives of the Association as they know them or interpret them.
- S7 Information Service employees have invested an average of over 30 hours a week in what appears to be uncompensated overtime since July, 1995.
- S8 All the interviewed staff members indicated dedication and loyalty to both the Association and the AFC.
- S9 There are numerous indications that staff members have used their own initiative to develop methodologies that would supplant the weaknesses that may exist in either the Association's technology, applications or established processes.
- S10 The AFC coordination processors we interviewed indicated a genuine concern that the staff provide the highest level of service possible for the lowest possible cost.
- S11 APCO's management and staff have made significant progress in developing its own automated frequency coordination process.

¹ The so-called monopoly status is derived from the fact that APCO is the only designated frequency coordinator for spectrum allocated for police, local government services, and the 800 MHz public safety pool. All other public-safety services are coordinated by representatives of those individual services.

- S12 The employees have done a remarkable job in implementing extemporaneous changes to the process to keep it running.
- S13 The Association's management team has made a strong effort to react to local advisor and user needs.
- S14 The Association has a large, dedicated and loyal membership that would probably use APCO AFC services as the provider of choice, if they had the option to do so.
- S15 APCO's 12,000 plus members represent a vast majority of this nation's public safety agencies. These agencies could have significant impact on political and regulatory decision makers.
- S16 APCO's AFC process uses local advisors which allows them to take advantage of the firsthand knowledge of local geographical, topographical, demographic, and system propagation limitations.
- S17 Intuitively, the overall network and system design would appear to be more efficient than a full period or direct-connected service because the terminal is only using the network to transmit a completed transaction and not for the time it takes to prepare the transaction. Therefore, the network is also more reliable because each transaction is exposed to failure for shorter periods of time. This multiple-node network with a stand-alone processor system allows the local advisors to complete the majority of their coordination work off-line, which is both operationally efficient and cost-effective with respect to the costs that are actually paid for by APCO. The majority of the ADCOM members we surveyed indicated they preferred this kind of network design over that which they had used previously.
- S18 APCO's multi-node, stand-alone processor system is "reported to be" significantly more reliable than the old master - slave terminal-type system, according to some of the local advisors who have contacted Committee members. The Committee was unable to find any statistical data that proved or disproved that contention.
- S19 APCO does not face the system, application or network problems that are associated with meeting the demands serving multiple users from multiple disciplines.
- S20 APCO's AFC subsidiary is not generally burdened with the demand of making a "profit."
- S21 Our interview of CET management indicates APCO may enjoy lower IS employee wage costs.
- S22 APCO's AFC currently has limited long-term debt liabilities.
- S23 APCO's AFC appears to have the general support of the local advisors.
- S24 APCO's AFC Advisory Committee ensures local input into the AFC's establishment of long-term goals and objectives.
- S25 APCO's AFC is housed in an Association-owned building.

- S26 APCO International Inc. enjoys the benefit of being in a very strong financial condition.
- S27 APCO's Controller is extremely sensitive to the evolving financial condition of the AFC and the Association as a whole.
- S28 Many qualified and dedicated local coordinators.
- S29 APCO has a cadre of thousands of loyal members who are ready, willing and able to provide any number of services, free of charge, which provide a diverse pool of intellectual resources.
- S30 Reasonably low overhead expenses.
- S31 Hundreds of thousands of man-years experience in the business.
- S32 Strong local support.
- S33 Desire to be the "best."
- S34 Uncompensated local advisors.²
- S35 Dedicated and loyal Association leaders and management team.

² The Committee does not consider the payment of travel costs and other miscellaneous and incidental costs to attend an annual conference training class as compensation. Therefore, the Association is not obligated for any costs other than those supplies, services, communications costs, computer costs and training costs required to keep the local coordinator in operation.

APCO, APC/IS WEAKNESSES

WEAKNESSES

ENB LACK OF FORMALIZED AND DOCUMENTED PROCESSES AND SYMPTOMATIC ORGANIZATIONAL PROBLEM

- W1 APCO/PC is dependent on the process to policy which is long and frequent modification. Director search is hasty.
- W2 APCO/PC is dependent on the process to policy which is long and frequent modification.
- W3 APCO/PC is dependent on the process to policy which is long and frequent modification.
- W4 APCO/PC is dependent on the process to policy which is long and frequent modification.
- W5 APCO/PC is dependent on the process to policy which is long and frequent modification.
- W6 There is no evidence of a well-organized process to update APCO/PC to meet the needs of the organization and the industry.
- W7 There is no evidence of a well-organized process to update APCO/PC to meet the needs of the organization and the industry.

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APCO AFC/IS WEAKNESSES

THE LACK OF FORMALIZED AND DOCUMENTED PROCESSES ARE SYMPTOMATIC ORGANIZATIONAL PROBLEM

- W1 APCO AFC is not postured to be proactive to public safety's long-term frequency coordination issues. Therefore, it tends to be reactive.³
- W2 APCO AFC existing frequency coordination process is a combination of automation and creative manual process.
- W3 APCO AFC is dependent on manual intervention during the original processing stage.⁴
- W4 APCO AFC is dependent on manual intervention to accomplish the Automated Data Transfer or EDI phase of the process.⁵
- W5 APCO AFC is dependent on manual intervention in order to complete its AFC customer billing process.
- W6 There is no evidence of a well-documented process to upgrade APCO AFC's applications and hardware to meet future needs.
- W7 There is an obvious communications breakdown between the major participants in APCO International's management team. It appears people are talking to each other, but it does not appear they are listening to each other.

³ For example, the new interstitial channels were not entered into the APCO data base until local advisors began to ask if the Association was prepared to coordinate them.

⁴ AFC staff must verify information, check coding and validate information through the use of paper crib sheets, notes and tables. Much of this information eventually becomes intuitive; however, they still represent manual steps instead of automated steps.

⁵ Manual coding translations are required in order to prepare the data for EDI transfer.

- W8 APCO AFC embarks upon new business ventures without completing either a risk analysis and/or preparing a business plan.
- W9 AFC operational layout appears to reflect the evolution of the process as opposed to being laid out to complete the specific work endeavors that need to be performed.
- W10 The diversion of AFC funds by the Association's Board of Officers and Executive Council to unrelated programs should be carefully reconsidered and evaluated on a case-by-case basis.
- W11 The continuing evolution of FCC rules and regulations tends to distract APCO and its departments and subsidiaries from establishing an organizational infrastructure that is stable, yet dynamic enough to meet today's challenges, anticipate tomorrow's needs, and plan for next years technology.
- W12 The AFC management structure should be redefined to reflect a more efficient and productive line of authority and span of control.⁶
- W13 Formal AFC operational policy and procedures appear to be non-existent.⁷
- W14 The extensive travel schedule of the AFC Director leaves a critical void in the AFC management process.⁸
- W15 In light of the current organizational structure, the AFC Director's primary focus needs to be on the Automated Frequency Coordination business. Other APCO activities should be secondary to his responsibility to build the best, most economical and efficient coordination system and process in the nation.
- W16 The AFC is critically lacking in formal short or long term plans to meet its customers needs.⁹
- W17 There is an obvious lack of understanding of how IS charges are allocated to the AFC.¹⁰ More importantly, in our opinion, the AFC's information services charges are being allocated predicated on an assumed loading factor that may or may not be

⁶ The ratios of personnel carrying supervisory titles to the number of people being supervised appears to be disproportionate.

⁷ The establishment of formal operational policy and procedures requires the management and employees to think through what they do and how they do it. They are only effective as general guidelines, which are supplanted by the organization's spoken and/or intuitive knowledge of how the Association business is conducted.

⁸ It is difficult to argue management responsibilities are being delegated to subordinate employees when there is such a large disparity between the salary and grades of the AFC Director and the subordinates who are being delegated his responsibilities during his absence.

⁹ It is well documented that the technology business can and does change as often as every 3 to 6 months. However, the AFC is a service organization that is dependent on technology, not providing it. It is, therefore, reasonable to assume some formalized planning efforts could be completed by staff.

¹⁰ Neither the IS Director nor the AFC Director were fully aware of how the AFC IS charges were determined.

reflective of the true cost of the services being provided either the AFC or its local advisors.¹¹

- W18 It appears there are very few requirements for documenting business decisions with the AFC and APCO International operation.¹²
- W19 The Association's Board of Officers, Executive Council and management have failed to create a long-term vision for the AFC staff and management to focus on.
- W20 The AFC budget is totally lacking in any research and development funds that will be necessary to meet the Association's long-term system needs.
- W21 The AFC Study Committee was unable to find any indications that AFC has completed a needs assessment to establish what, if any, changes in the Associations applications and hardware may be necessary to accommodate the consolidation of other coordination services into APCO AFC/IS.
- W22 There appears to be no evidence that IS and AFC have established a list of automation priorities that are directed toward enhancing the functionality and operational ability of the Automated Frequency Coordination process.¹³ In addition, we could find no indication that AFC and IS had done any exploratory system analyst work to determine what changes would be necessary to provide an FCC licensing service should that option become available. In spite of that, APCO management publicly indicates APCO is in a position to provide that kind of service if and when it is authorized.
- W23 The Committee believes the lack of a totally automated or nearly totally automated system can and will cause unstable staffing requirements due to other externalities that cannot be controlled by the AFC.
- W24 The use of local advisors in each chapter appears to be more of an organizational political decision than an operational management decision.¹⁴
- W25 The Committee was unable to find any operational policies which clearly define how the local advisor services were evaluated and quality control assured.
- W26 The Committee was unable to locate any formal policies on determining how quality control was maintained within the AFC offices.¹⁵

¹¹ The AFC Study Committee strongly recommends a careful review of how IS costs are allocated between the Association's various cost centers.

¹² Although the AFC Study Committee would strongly oppose creating a bureaucratic paper process, we were struck by the almost complete absence of formal documentation of the Association's business decisions.

¹³ The only plan anyone could produce was the Associations Strategic plan which was mailed to the Committee by APCO's former Assistant Director.

¹⁴ The annual cost of supporting a coordinator in all the chapters cannot be justified by the number of coordinations processed or revenue generated.

¹⁵ Interviews with supervisors indicated they did not conduct random checks of employees work and/or documents to be transmitted from the Association to other parties.

- W27 The IS division does not currently have an established migration path to future technology.
- W28 During our review of APCO AFC and/or APCO IS, we were unable to uncover any formalized process that would be used to evaluate the long term total costs of either new hardware or software platforms.¹⁶ The absence of a detailed analysis, AFC Automation plan and Information Services plan will continue to have significant operational and financial impact on the Association.¹⁷ New hardware or software purchases that are made outside of a defined plan can leave various components of the Association operating on different and sometimes incompatible hardware and software platforms.¹⁸ More importantly, many of the economies of a centralized operation are lost when each division operates as a separate and distinct entity.¹⁹
- W29 Information Services does not have a current inventory of the hardware owned and maintained by APCO.
- W30 The IS Director does not operate in a core leadership position.²⁰
- W31 Information Services is not positioned to add the coordination duties of IMSA, FCCA and ASSHTO as currently proposed by the Executive Director and others.²¹
- W32 Neither IS nor APCO AFC have a business plan. Neither group has completed any of the system or business analysis work that would be necessary to determine the exact impact of assimilating the coordination services of AASHTO, IMSA, or FCCA.²²

¹⁶ One of the employees interviewed indicated that IS could have developed a system comparable to the Association software using contract employees. This methodology would have allowed staff to maintain the system. The Association software has proprietary source code that will need to be maintained and modified by the supplier.

¹⁷ Neither IS nor AFC were able to provide the Committee long term technology plans.

¹⁸ The Committee was advised that the accounting staff was not brought into the decision process on the purchase of the Association software until just before the purchase was made.

¹⁹ The Committee was unable to obtain from the IS staff any detailed white papers or plan on how the new "Association" software would be implemented and/or what APCO applications it could, would, or should be integrated with. Nor was there at the time of our visit a clearly defined plan to integrate the existing Solomon accounting package and proposed Slatery software packages.

²⁰ The IS Director informed the Committee that when he started at APCO Executive Director Rand distributed a memo advising everyone that all IS purchases must be reviewed in advance by the IS Director. The IS Director also admitted this policy has not been enforced.

²¹ The IS Director and one of his staff members indicated to the Committee they would probably need to change the hardware platform they operate from if APCO took on the coordination of these additional services.

²² Both IS employees who were interviewed admitted they had little knowledge of what, if any, impact the assimilation of these services into the APCO process would have on either their software or hardware platforms.

- W33 The Information Service employees have indicated they are nearing the breaking point with the current generation of hardware being used by the Association.
- W34 Without some formal indication of the service IS will be required to perform in the future, they are at a loss to establish future system platform requirements.²³
- W35 There is no apparent association-wide coordination of application acquisition and implementation.^{24 25}
- W36 APCO's IS computer room lacks adequate environmental controls.²⁶
- W37 APCO's computer system is not totally redundant, which could expose the system to catastrophic failures.²⁷
- W38 The IS computer room evolved from an office to a quasi-computer center without regard to long term physical plant design. Consequently, the cable plant has not been organized or clearly labeled and the room is lacking in standard computer environmental controls, security, fire suppression or alarm and/or other operation attributes that may be necessary to protect the Association's investment in hardware and software.
- W39 The Committee was told all current files and applications are stored on site, with no easily accessible off site backup. We believe this is a critical weakness because a localized disaster could have a catastrophic impact on the Association AFC operation and revenue stream. Of equal concern to the AFC Study Committee is APCO's lack of a formal disaster restoration plan.
- W40 APCO AFC has not continued to upgrade its hardware platform to remain in line with today's application platforms and computer technology. The lack of a detailed equipment replacement program puts APCO AFC at an economic and competitive disadvantage if they need to modernize to either expand the level of service they provide or provide additional service to their market basket of products.
- W41 Lack of understanding and/or documentation of the competitors, strengths, weaknesses, and long term objectives AFC opportunities.²⁸

²³ The IS employees the Committee interviewed indicated that future service demands could force the Association to acquire a "Mini - Computer." Beyond the obvious economic impact of this decision, it could force the Association to completely retrain its current IS employees to maintain the new software platforms.

²⁴ The Committee was told by several people that the IS personnel were not brought into the process to acquire the new Association software until it was in its final stages.

²⁵ The Committee was advised that the accounting staff was not brought into the decision process on the purchase of the Association software until just before the purchase was made.

²⁶ By contrast, CET's computer rooms were all environmentally controlled.

²⁷ The Association has extensive disk storage backup and an off-line computer that can be installed and booted if necessary. By contrast, CET's entire system is redundant.

W42 The AFC Director does not have enough control over the expense side of AFC funds.²⁹ The Committee recognizes and supports the Board of Officers in their right and authority to establish the Association's priorities and budgets. However we are concerned that in today's environment the AFC Director has a large part of his budget allocated to services, projects and overhead expenses that are out of his control. The major problem we see occurs when the revenue projections to cover these activities fail to materialize. Obviously, the AFC Director is responsible for the high revenue projections he provided and should be held accountable. However, the AFC should not be required to take a larger hit in operating funds than other projects funded through the AFC without the AFC Director having an opportunity to propose an alternative and argue his case. For example in 1995 legal services exceeded the original projections and Project 25 came in right on theirs, but from their perspective only AFC felt the heat to reduce their expenses because revenues were down, paid coordinations were down, and free coordinations were up in number.

W43 There is no documentation to show that either AFC or IS are actively pursuing the objective of integrating the AFC processing with the Associations accounting system so that billing can be virtually automatic when a coordination is completed.

²⁸ At the time the APCO AFC Study Committee interviewed Mr. Bill Davis of CET, no one from APCO's staff had made any contacts with Mr. Davis to gain a better understanding of his current staffing and technologies, yet he represents APCO's primary competitor.

²⁹ Other Association business expenses for G & A, projects and legal services that are allowed to continue at the budgeted financial level during AFC revenue shortfalls will draw down AFC funds at a faster rate than it is reasonable to expect the AFC Director to control.

OPPORTUNITIES

A TREMENDOUS OPPORTUNITY TO UTILIZE
THE ASSOCIATION'S HUMAN RESOURCES AND
IMPROVE UPON THE QUALITY OF SERVICE
PROVIDED THE MEMBERSHIP

- 01 Advances in technology will keep up with those operations. Remaining may develop new products.
- 02 Improved response technology and concepts. AFCC's ability to provide a higher quality of service.
- 03 AFCC has an opportunity to focus on the future and look for technological and quality improvement options and better service.
- 04 The FCC proposed regulatory changes will provide "Innovative" financing and provide AFCC an opportunity to expand its market base under various circumstances.
- 05 AFCC's lower cost structure will provide a competitive advantage in a "low bid" market.
- 06 The Association's membership is needed to ensure a high level of participation.
- 07 The Association's industry dedicated program has attracted a lot of public attention. AFCC has an opportunity to provide a new service line. After the FCC makes decisions that could cause significant changes in AFCC's service and market profile.
- 08 AFCC has the opportunity to use its strong legal membership support to ensure the perspective given a high level of FCC and Congressional decisions.

Other program needs determined by the association's needs, which are not listed here.

AFC/IS OPPORTUNITIES

A TREMENDOUS OPPORTUNITY TO UTILIZE THE ASSOCIATION'S HUMAN RESOURCES AND IMPROVE UPON THE LEVEL OF SERVICE PROVIDED THE MEMBERSHIP

- O1 Advances in technology will free up additional spectrum. Refarming may release new spectrum.³⁰
- O2 Improved computer technology can enhance APCO's ability to provide a higher quality of service.
- O3 APCO has an opportunity to focus on the future and turn its weaknesses into a greatly improved system and better service.
- O4 The FCC proposed regulatory changes, which would authorize "Privatized" licensing, could provide APCO an opportunity to expand its market base under certain circumstances.
- O5 APCO's lower fixed costs could provide a competitive advantage in a "low bid takes all" situation.
- O6 The Association's massive volunteer membership creates a built in marketplace.
- O7 The Association's nationally distributed magazine that advertisers pay to publish allows APCO an opportunity to promote its own services now, before the FCC makes decisions that could cause irreparable damage to APCO's service and business position.
- O8 APCO has the opportunity to use its strong, loyal membership support to ensure its perspective is given a fair hearing in FCC and Congressional decisions.

³⁰ New spectrum means the users can license additional channels, which creates additional frequency coordination business.

- O9 APCO has an opportunity to fine-tune its local advisory service by establishing pre-set levels of service and performance that must be met by a chapter in order to receive the benefits of a local advisor.
- O10 APCO has an opportunity to expand on its leadership position in frequency coordination.
- O11 APCO has an opportunity to expand on the level of service it provides its members.
- O12 APCO has an opportunity to take advantage of its staff and management teams' commitment to provide the best frequency coordination service available.
- O13 APCO has an opportunity to improve the performance of its own operational automated systems.
- O14 APCO has an opportunity to improve the level of redundancy maintained for its automated systems.
- O15 APCO has an opportunity to exploit its own distinctive competencies.
- O16 An opportunity to provide one-stop licensing preparation service.

THREATS

THREATS

THE THREAT OF COMPLACENCY AND THE FEAR OF CHANGE

- TC Federal Communications Commission regulatory trends.
- TC CDF regulatory reformulation process.
- TC Federal regulatory changes that will affect compliance of the frequency coordination business.
- TC Federal regulatory changes that will provide FCC licensing to non-licensed users.
- TC Potential ethical and legal challenges of the Association's practice of using paid employees of government agencies on a voluntary basis to provide services for a private, non-profit association.
- TC The continued drain on AFCA's funding because of non-specific and untargeted grant requests.
- TC The Association has not developed a formal program plan of implementation needed to complete ADGOM's commitment to the membership to provide a fully automated coordinating system. The Committee also believes the lack of a fully automated and integrated FCC will put the Association at a competitive disadvantage if/when the FCC allows some form of development or non-licensed FCC licensing.
- TC The Association's long-term inability to make a significant investment in program research and development has placed AFCA at a severe disadvantage in the "open" marketplace.
- TC The Association's management needs a reorganized and better organized fund complete documentation of current applications procedures, processes to the level of a director if a major application problem occurs.
- TC The Association's decision to not build a completely automated system leaves the Association in a poor position to compete in an open marketplace.
- TC The Association's lack of investment in its software, user, and hardware, including hardware, system and computer hardware leaves the Association unprepared to equal its competitors or compete in an open market along with its competitors.

THREATS

THE THREAT OF COMPLACANCY AND THE FEAR OF CHANGE

- T1 Federal Communications Commission regulatory process.
- T2 CET frequency coordination service.
- T3 Potential regulatory changes that will create competition in the frequency coordination business.
- T4 Potential regulatory changes that will privatize FCC licensing on a competitive basis.
- T5 Potential ethical and legal challenge of the Association's practice of using paid employees of government agencies on a volunteer basis to generate revenue for a private, non-profit association.
- T6 The continued drain on AFC's funding because of non-spectrum management-related expenses.
- T7 The Association has not developed a formal long-term plan or implementation schedule to complete ADCOM's commitment to the membership to provide a fully automated coordinations system. The Committee also believes the lack of a fully automated and integrated AFC will put the Association at a competitive disadvantage if/or when the FCC allows competition in coordination or out-source FCC licensing.
- T8 The Association's long-term inability to make a significant investment in program research and development has placed APCO at a severe disadvantage in an "open" marketplace.
- T9 The Association's management team's unwillingness to either require or fund complete documentation of current applications places the Association on the brink of a disaster if a major application problem occurs.
- T10 The Association's decision to not fund a completely redundant system leaves the Association in a poor position to compete in an open marketplace.
- T11 The Association's lack of investment in its computer room, redundant equipment, cabling, hardware layout and computer hardware leaves the Association unprepared to expand its market share or compete on an equal footing with its competitors.

- T12 The lack of any long-term system planning leaves the Association unprepared to adequately respond to future growth or new business opportunities.
- T13 AFC's lack of capitalization leaves the Association unprepared to develop and market new products/services or respond to market and industry changes.
- T14 The Association's reactive business practices could expose the Association to unforeseen taxes and other liabilities.
- T15 Lack of widespread adoption of narrow band technology could leave the Association with limited spectrum to coordinate.
- T16 The absence of new spectrum allocations by the Federal Communications Commission could leave the Association with limited spectrum to coordinate.
- T17 The absence of a long-term business plan to balance the Association's revenues with projected long-term capital improvements limits the Association's flexibility and opportunities to remain efficient and competitive in a changing marketplace.
- T18 The absence of adequate computer processor capacity leaves the Association at a competitive disadvantage and limits growth potential.^{31 32}
- T19 The Association's IS staff are not currently trained or qualified to write or maintain applications on a "mini-computer" should it be required to handle future growth.³³
- T20 APCO's management structure has numerous top-level employees with limited second line managers. The AFC Study Committee is very concerned that the line authority does not reflect a fluid hierarchical structure with a strong line of authority from the director to an identified second-in-command. Therefore, we believe the AFC Director should consider reorganizing his operation to more clearly reflect who is his official replacement and the person in charge when he is absent.
- T21 The current AFC organization structure does not appear to take into consideration the need for the Association to have replacements already trained for key individuals already trained in the event APCO needs to replace a key employee, through illness or termination. The Committee believes the organizational structure should reflect a strong second line manager at the department level.
- T22 From all indications we have seen, the IS group is more reactive to specific requests and problems than proactive. Once again the lack of a general plan outlining how each new part will integrate with the system as a whole will, in our opinion, create major operational and system maintenance problems during the life of the system.

³¹ Expansion of the existing hardware platform has certain limitations that should be carefully considered long before the Association is required to migrate to a new system platform.

³² Some of APCO's competitors in frequency coordination are using mini-computer or larger processors to perform their coordinations functions.

³³ The IS employees interviewed by the Committee indicated they would need a significant amount of training to move to a mini-computer.

AFC/IS STUDY COMMITTEE'S RECOMMENDATIONS

BUILDING UPON THE PAST TO CREATE A VISION AND A REALITY IN THE FUTURE

Each of the AFC Study Committee's recommendations are numbered (for example WR10) to correspond with the specific weakness listed in the Weakness Section (for example, weakness number 10). Our study methodology assumes APCO management will take full advantage of the strengths and opportunities identified while working to minimize the threats. Therefore, the AFC Study Committee will focus its attention on making recommendations on organizational weaknesses.

Recommendations to correct or minimize the impact of organization weakness.³⁴

- WR1 The Association leadership and management team needs to develop a portfolio of their vision of definable goals they want AFC management to reach in the next five years. This vision should include global direction on technology platforms, new business, and growth expectations.

- WR2 The AFC staff has done a remarkable job of integrating a series of manual and automated processes into a functional system operation. However, it is time the Association gather together its expertise from APCO management, APCO IS, APCO AFC, ADCOM, the local advisors and the membership at large and develop a 5-year needs assessment. This assessment should be approved by the APCO Board of Officers and the APCO Executive Council and turned over to APCO management and staff for detailed analysis and implementation. It is assumed part of the system analysis will include determining if the existing system can be adequately modified and documented to fulfill the AFC-long-term total automation objectives. In addition, the preliminary system analyst work and the Association's "vision statement" should provide a detailed foundation for the development of a new application and hardware platform should it be necessary.

³⁴ I have made no attempt to directly insert the very good comments and recommendations of either Art or Norm. However I have tried to insert the thoughts as I understood them where I deemed them appropriate. My intent was not to discard those comments, but to be sure each of you understood my perspective then we can go back through all of our comments and recommendations and see where we agree or disagree.

- WR3 It is imperative that IS and AFC management carefully document and define how and when they will be able to automate the many manual steps that are necessary in the current process. Some of these manual steps, such as those being done in the original processing stage, may not be very costly. However, all of these manual steps allow for further introduction of errors and potential delays in processing. In the opinion of the AFC Study Committee, it is critical that the Association eliminate the manual movement of files and documents between AFC, IS and APCO accounting. We believe the ideal APCO AFC process will be fully automated from the applicant to the Federal Communications Commission with the only manual steps being problem resolution and document verification and quality control.
- WR4 Once again, we believe APCO AFC and IS need to focus on eliminating manual steps with the APCO AFC data transfer process as quickly as possible.
- WR5 The lack of an automated customer application to customer billing system is symptomatic of one of our primary concerns. The AFC's lack of total integration of all of APCO's accounts payable and accounts receivable with the Association's existing accounting system is not defensible. It must also be recognized that the ad hoc introduction of new software packages elsewhere in the Association that have either accounts receivable or accounts payable components can create major operational dysfunction within the Association's accounting process. The Committee recommends all new Association software and hardware purchase acquisitions include the formal approval of the Executive Director, Controller, legal counsel and IS Director as to approval of funds, operational and functional compatibility to existing accounting systems, appropriateness of contractual language and hardware and software compatibility to existing hardware and software platforms.
- WR6 Once again the AFC Study Committee believes it is critical that the collective wisdom of the Association's management team, policies boards and local advisors be put into the creation of an Association IS and AFC vision of the future.
- WR7 One of the most disturbing aspects of our on-site visit was the obvious lack of communications between the various top-level managers within APCO. We would strongly recommend the Executive Director implement a more formalized communications process within and between the various services groups in APCO. Focus should be given to communications between the AFC and IS groups. Although these groups meet and talk on a regular basis, neither group appears to be sensitive to the other groups' pressing issues or problems. More importantly, there seems to be a propensity and history on the part of some AFC personnel to blame IS and others for its problems. If these two important and critical activities cannot find a better way to work as a team within APCO's management structure, perhaps it is time to look at other options.
- WR8 Much to the credit of APCO AFC management and staff, they have continually sought out new business opportunities. Unfortunately, the current process does not require any formal review and/or approval before AFC embarks on these new business opportunities. The AFC Study Committee commends the AFC Director for his initiative; however, we would strongly encourage the Executive Director establish a formal policy that requires the AFC Director and other department managers to prepare a complete business plan that has received the approval and support of the

Executive Director. We also believe a copy of this plan should be filed with the Controller for his review and comment with regard to funding and account receivable problems. Finally a copy of these new business plans should be forwarded to the Board of Officers, Executive Council, and legal counsel for their review, file and comment as appropriate.

The AFC Study Committee recommends that the Executive Director require all new business plans to include a comprehensive risk analysis, including investment requirements, return on investment, source of funding, potential for pay back with interest, potential tax issues, potential legal problems and a summarized list of legal, organizational and political implications, which could have an impact on APCO and its chapters and members.

- WR9 The AFC and IS current physical layout appears to have evolved as the processes evolved. The AFC Study Committee would recommend the Association's President appoint a select Committee that includes the Executive Director to evaluate what, if any, changes and modifications to the existing building may be necessary during the next five to ten years to accommodate the needs of these two APCO organizations. At the discretion of the President and the APCO Board of Officers, the scope of this Committee could be expanded to consider the total Association's building needs for the next five to ten years.³⁵ Obviously an ancillary activity would be to establish a list of potential costs and options, including a new building or outside leases.
- WR10 The AFC Study Committee recommends the APCO Board of Officers and its Executive Council obtain formal written comments from the Controller, Executive Director and the AFC Director on the allocation of revenues generated in the AFC but allocated to other functions by the Executive Director and the Board. This problem appears to be particularly acute during a budget crisis when AFC is placed in a position of trying to generate sufficient revenue to cover their own and other projects that are outside the direct control of the AFC Director. The Committee supports the prerogative of the Board of Officers and the Executive Council to fund any spectrum related issues they deem appropriate. However, we believe the Executive Director and the AFC Director should have a formal opportunity to comment on those projects before they have been approved by the Board and Executive Council. In addition, we believe the other projects and services should be equally considered during budget cuts.
- WR11 The AFC Study Committee recommends the Executive Director review the Association's long-term AFC objectives and structure his organization to meet those objectives. As a part of evaluating AFC organization, he should reevaluate the current position descriptions to ensure the job title accurately fits the actual work performed.
- WR12 Of equal importance is the need to evaluate the AFC hierarchical structure to ensure the supervisors-subordinate ratio is in keeping with the work performed. The appearance of a top-heavy AFC management team does not in our opinion accurately reflect the actual work being performed or the "hidden lines of authority" that exist.

³⁵ The Committee understands the Executive Director has already been given authorization by the Board of Officers and the Executive Council to proceed with his efforts to see if a more suitable building can be found. Our recommendation is intended to modify those instructions to include specific direction to the Executive Director to take into consideration the special needs for IS and AFC.

- WR13 The AFC Study Committee believes it is critical that both the AFC and IS be required to produce and follow formal operating policies and procedures with respect to their internal operations and their operational relationship with each other.
- WR14 The AFC Study Committee supports the prerogative of the Executive Director to allocate and approve travel for his key management personnel. However, we are concerned that the AFC Director is unable to focus enough attention on the actual operation of the AFC because of other outside commitments. There should be someone in the AFC office who is responsible for overseeing the visions, planning and managing the office and implementing the new projects. It needs to be very clear who is responsible for managing the day-to-day operational successes and failures. The APCO Board of Officers, Executive Director, and Executive Council need to carefully evaluate the Association's staff travel to ensure there is an adequate return on APCO's investment for the trips being taken. They have a responsibility to the membership to ensure someone is designated to run these offices when key managers are traveling. If all the Associations Directors are traveling, it leaves no one formally in charge.
- WR15 The majority of the Committee believe the AFC Director needs to focus his considerable talents and attention on the management and operation of the AFC operations. If the Executive Director, Board of Officers and Executive Council feel otherwise, they need to create a hierarchical structure that leaves someone of almost equal status and qualification in the office to ensure the primary business of the Association AFC organization is being conducted. The AFC staff and management have a clear cut responsibility to provide a foundation of information for the IS staff to build upon. The IS staff has the responsibility to act upon that foundation and deliver an acceptable product in a timely manner and within a defined budget.
- WR16 The absences of the AFC Director appears to manifest itself in many ways, not the least of which is a critical lack of formal planning taking place within the AFC operation. The Committee has already recommended establishing a select Committee to create an AFC vision. However, we also think it is extremely important the AFC Director establish his own two and three year operational plan that clearly articulates his organization's goals and objectives, when he will meet them, how much they will cost, and what benefit they will bring to the Association. The development of this plan will not preclude mid-course changes or creative alternatives. However, it will provide the Executive Director, the Board of Officers and the Executive Council a reasonable opportunity to evaluate both the current success of the AFC operation and its long-term potential to meet the Association's members needs. The AFC staff and management have the clear cut responsibility to provide a foundation for the IS staff to build upon.
- WR17 Information Services (IS) computer charges are an area of contention between AFC and IS. During the course of our interviews, it became evident that at that time neither the IS Director nor the AFC Director could explain how the IS charges were derived, how the cost allocations were made or who was responsible for determining the allocations. In fact, the Controller was the only individual on the APCO staff who fully understood the methodology associated with the current billing structure. The AFC Study Committee would strongly recommend the Board of Officers, the Executive Director, AFC Director, IS Director and Controller or their designee revisit the entire issue of IS billing in an effort to establish not only a better understanding of

how the current charges are created, but perhaps improve upon the existing allocations process so that everyone is paying an appropriate amount for the services they are using.

In our opinion, the IS billing issue should be given careful and immediate attention. Particular scrutiny should be given to determining if the current cost allocation process is fair and reasonable or arbitrary and capricious. Mr. Woods advised us the current billing is predicated on a cost-average basis using the number of terminals assigned to any group as the primary loading factor. Unfortunately, neither the IS Director nor the AFC Director could provide an accurate inventory on how many terminals AFC was being billed for. Once again, only the Controller had an inventory that could be used to evaluate the current billing cost distribution.

Obviously, under the current system the AFC may be the largest customer of IS. They also may be paying a disproportionate amount of IS charges because they have the largest number of terminals, even though they may not be the biggest users of processor time. Unfortunately, we were unable to obtain any statistics that would validate or invalidate this assumption.

The Committee is also uneasy about the lack of a clear audit trail for programmer and/or system analyst work. Just as troubling as the lack of an audit trail, is the lack of a defined and formal process establishing what work should be done and under what priority.

The AFC Study Committee is very concerned that the APCO Board of Officers, Executive Council and/or the Executive Director have not established the formal policies and guidelines that IS and AFC and other users should be following to obtain service and to evaluate the quality of that service.

This lack of formalized business practices makes it very difficult to judge if AFC is being overcharged or undercharged. It also makes it very difficult to assess either the quality, quantity or timely completion of any given work product.

WR18

The absence of formal written documentation about critical business decisions being made within the AFC and APCO International makes it difficult to evaluate either the decisions or the outcome of those decisions. The current process is lacking in financial, legal, anticipated deliverables, time lines, resource requirements and business performance expectations. The Committee recognizes there are always advantages for an administration to have a great deal of latitude to respond to opportunities as they occur. However, APCO and APCO AFC are not-for-profit businesses. The money, equipment and personnel resources they are committing on the fly are the members' resources', not those of APCO's management. In light of these concerns and many others relating to the need for improved documentation, the Study Committee recommends the APCO Board of Officers, the Executive Council, the Executive Director and the management of APCO International immediately develop operating policies and procedures to ensure business decisions are well documented and reviewed as appropriate by the Board of Officers, Executive Council, Executive Director, legal counsel, and the Controller. These policies should be tight enough to require that certain fundamental business issues be addressed, without being so restrictive as to limit the opportunity for the Executive Director to act quickly to respond to good opportunities.

In developing these policies and procedures, it is important to recognize that the lack of more formalized arrangements today are probably due more to the rapid growth of the Association and desire to take care of the most urgent needs than they are to lack of concern. Therefore, if it is decided that such policies are needed, the Board will have to be sensitive to their need to adjust work priorities to achieve those objectives.

WR19

Although the AFC Study Committee is critical of the lack of formalized plans or visions within the AFC, we also believe they and other APCO operations are victims of benign neglect on the part of the Board of Officers and the Executive Council. It is critical that the APCO Board of Officers and Executive Council recognize their responsibility to establish the broad policy and organizational issues the Executive Director and his staff are to deal with and then allow them enough latitude to be successful. Vision can come from either staff, management or the Association's policy boards and councils. However, no matter where it comes from, it needs to be formally documented and supported at all administrative and policy levels of the Association, so every one is singing from the same sheet of music. Someone must be held accountable for making the Association's vision a reality.

In addition, the AFC Study Committee would strongly encourage the APCO Board of Officer clarify the duties and responsibilities of the ADCOM. The current situation leaves both the ADCOM and the AFC in a very unfair position. In our opinion, ADCOM should serve as oversight Committee for AFC to ensure that defined policies and decisions of the Board of Officers and Executive Council are carried out by the Executive Director and his AFC management team. The ADCOM's responsibilities should include the right and obligation to help establish AFC direction and make policy and long-range planning recommendations to the Executive Director, AFC Director, Board of Officer and the Executive Council. They should serve as a program clearinghouse between the AFC and the rest of the Associations members.

WR20

The Study Committee could find no indication that the Association's AFC operation has committed, or is committing any financial or human capital to the future. We believe it is critical that the AFC begin immediately to ascertain and document their future needs and begin investing in the hardware, software and human resources that will be required to meet those needs. Our current reactive posture could create major difficulties if and when the Association is required to compete head-to-head with other private sector providers. We need to evaluate both our current and future market and how our membership wants the Association to respond to that market. We need to be anticipating changes the FCC is talking about now, and begin to research what impact it will have on APCO in the future. We need to be evaluating new hardware and software platforms that can simplify our processes and increase our response time, at a lower per transaction cost. All of this must be done with the recognition of the potential complications created by the processing of a master data base and the assumption of a major portion of the licensing responsibilities now provided by the FCC.

WR21

As previously noted, the Association has not conducted any market surveys or completed any internal or external studies that would help direct the Association to most effectively use its financial and human capital. Without performing some form of an advanced future needs assessment, the Association is predisposing some of their future options through hardware, software, services, personnel and technology

decisions they are making today. It is critical that the Board of Officers, Executive Council, Executive Director, IS Director, the AFC Director, and the ADCOM begin at once in assessing and documenting their needs and future plans. The vision of today is the foundation of our future of tomorrow.³⁶

WR22 The APCO Board of Officers and Executive Council must direct the Executive Director and his staff to develop a long-term AFC automation plan. We believe APCO management has a responsibility to provide the Board of Officers and Executive Council and ADCOM a road map of how AFC and APCO automation will take place in the future and their assessment of what kind of technology platform it will be on. We find it inconceivable that in spite of a centralized Information Service, IS management is unable to define what they anticipate their hardware and software needs will be. We are also distressed that AFC and IS are unable to produce any kind of formal document to indicate what their future service requirements will be so those requirements can be translated into projected hardware and software costs and/or system parameters

WR23 Obviously, the AFC Study Committee is concerned with the lack of a formal plan to automate the manual processing work now being done. We are also concerned about the lack of an automated transfer of accounting information or even the automated transfer of certain coordination information from the processors to the FCC through EDI. Prior to our study, we assumed these issues were receiving more attention from the AFC and IS management team.

We believe it is critical that the Board of Officers and Executive Council direct the Executive Director and his management team to develop a plan or outline on how the existing software can be modified, over what period and at what cost, to accomplish the objective of a fully automated AFC system. In addition, we believe the plan should explore and define the Association's option for upgrading or replacing the current software and hardware platforms with a fully integrated AFC, IS, EDI and accounting platform.

WR24 Although the local advisor process has some inherent inefficiencies and liabilities, the AFC Study Committee strongly support both the concept and the practice. However, future changes in the industry may require some consolidation, reallocation of workload and/or elimination of some local advisor positions. Therefore, the Committee would strongly recommend the Board of Officers, Executive Council, Executive Director, ADCOM, and AFC Director begin to formulate specific operational policies and procedures that will allow the Association to make adjustments within a fair and reasonable process that includes the input of chapter or chapters that may be affected by the change.

WR25 The APCO Board of Officers, Executive Council, Executive Director, and AFC Director have a responsibility to ensure the quality of service the AFC is providing meets or exceeds any other provider, regardless of the service they represent. To accomplish that objective, they must have a way of constantly evaluating the quality and level of service being provided. To that end, the AFC Study Committee recommends the Board of Officers and the Executive Council request the ADCOM

³⁶ This response number reflect the deletion of the original weakness number 23 and the combining of item 17 & 18.

begin to draft a simple process that will allow external and internal evaluation of the quality of coordination service being provided by their peers. We believe the Board of Officers is remiss if they do not provide some assurances that the service they claim is the best does in fact meet expectations for a major portion of the time.

WR26 The Committee recommends the Board of Officers and the Executive Council require the Executive Director and the AFC Director to work with ADCOM and other local advisors to implement a quality-control process within APCO AFC. It is important to note that one of our team members asked every person his team interviewed what quality control or quality assurance steps were taken to validate either the accuracy or quality of the local advisors work or the staff processors work and not one individual could site a specific process or task designed to evaluate and ensure a quality level of AFC service was being provided.

WR27 The AFC Study Committee is deeply concerned that the IS staff does not seem to have a defined vision of where APCO's AFC or Association automation should be five years from now. In fairness, the employees in that group have only been with the Association about two years, and as a result, often work in a reactive fashion. Therefore, the Committee recommends the Board of Officers and the Executive Council require the Executive Director/IS Director and his staff to immediately prepare a 3 to 5 year automation plan which includes staffing and capital equipment costs. This plan should include both the financial and the human capital required and the service being provided. The foundation of this plan will be the "vision" created by the Select Committee, the Executive Director, IS Director, and AFC Director. A failure to start and continue to deal with long term automation planning and implementation issues could be catastrophic for the Association and its members.

WR28 The Committee has a number of recommendations to deal with these issues. First, the Association needs to implement a comprehensive contract review process for all contracts in excess of \$25,000.00 and/or any contract that obligates the Association or its staff to provide a commodity or service. This review process should include the President, Executive Director, legal council, the Controller and appropriate APCO management personnel. We are particularly concerned that the new contracts are being proposed without a clear definition of the long-term maintenance and upgrade costs. Of equal importance is the fact that these contracts are not being reviewed to ensure the potential liabilities do not exceed the actual value of the service we are obtaining. Finally, we are concerned the existing process is not giving enough consideration to the problems on integrating dissimilar applications.

We also encourage the Executive Director to require the IS Director to complete a formal system analysis before any major new applications are introduced into the Association's automation platform. This analysis should include but not be limited to:

1. Service application will provide.
2. Problems applications or hardware will solve.
3. Applications or hardware's ability to interface with other systems and system components.

4. A complete list of other systems and system components that the application or hardware will interface with.
5. A technical and descriptive list of existing files and applications that will need to be modified.
6. An estimate of the staff time that will be required to implement the new system.
7. An estimate of staff time required to train employees to use new system.
8. An estimate of hardware that will need to be changed or modified and its estimated cost.
9. If possible a list of files, applications and hardware that cannot, will not or should not have a need to interface with the new system.

The Committee assumes much of this work is taking place in informal discussion and decision processes, however we were not able to find a single document or series of documents to indicate that fact.

WR29 The Committee understands and accepts that the Controller is currently responsible for the maintenance of the Association's inventory control system. However, we would encourage the Executive Director to require both the AFC Director and the IS Director to review and approve their own equipment inventories on an annual basis. A copy of that inventory should be stored in their electronic files for future reference.

WR30 In our interview with the IS Director, it appeared to us that he was a "Director" in name only since he is not the point man on new applications or in developing new IS strategies. When the Committee questioned the IS Director with regard to his involvement in a certain decision, he noted that although Executive Director Rand had sent out a memo indicating that all IS changes, modifications and acquisitions must be approved by him the process had not really caught hold. The lack of a core organization responsible for the Association's long-term information technology planning will create unnecessary expenditures and significant inefficiencies. Therefore, the Committee encourages the Board of Officers and the Executive Council to consider the following:

1. Is a centralized APCO IS operation a viable concept? If it is, why is the Institute allowed to maintain their own programmer when AFC isn't given its own programming staff?
2. Is it true centralization when there are programmers in APCO who do not work for IS?
3. If a centralized IS department is not functional, can the service be decentralized with each group having its own programmers and machines?
4. If the current IS service cannot be brought up to speed, at a cost and efficiency level which meets the needs of both the AFC and other users, why doesn't the

APCO Board of Officers and its Executive Council consider privatizing the IS services³⁷

In light of these issues, the Committee would recommend the APCO Board of Officers and the Executive Council give the Executive Director and the IS Director the Associations full financial and human capital support necessary to create an efficient and financially viable IS operation. The level of support they require should be determined by the Executive Director and his staff on/or before October 1, 1996. Once that unqualified support is given, the Board of Officers and the Executive Council needs to take the following actions:

1. Require the ADCOM in cooperation with the Executive Director and the IS Director to establish within the framework of the Associations IS and AFC vision an ADCOM statement of for a totally automated AFC operation.
2. The statement of requirements should include all the AFC and Association automation objectives that can reasonably be addressed and successfully completed by IS within one year's time.
3. Require ADCOM and the Executive Director to evaluate IS progress in meeting these objectives on a quarterly basis.
4. At the end of six months the ADCOM and the Executive Director should be required to provide the Board of Officers and the Executive Council their opinion as the probable success of IS meeting it's objectives as outlined.
5. If in their opinion, IS will be unable to meet their objective, the ADCOM, in cooperation with the Executive Director and his staff, should be required to prepare a detailed recommendation on how they would recommend AFC and the Association's IS needs can be achieved in an efficient and cost effective manner. Their recommendations should include a list of services that are not being provided as well as those that are, a list of optional methods that can be used to achieve the same objectives, a detailed cost estimates and general operational guidelines. The statement of requirements should also include recommendations on how to implement each of the options they propose.

In the opinion of the AFC Study Committee, at least the following three possibilities should be considered without prior prejudices or preconceived bias:

1. Give the IS Director and his staff additional support.
2. Privatize the IS functions³⁸ through a competitive bid process.
3. Distribute the IS responsibilities to each of the department and divisions within APCO..

³⁷ The AFC Study Committee support the notion of a centralized IS over a decentralized IS.

³⁸ The current IS/AFC/telecommunications cost are rapidly reaching prior CET costs.

The AFC Study Committee is very concerned that AFC management continues to complain about IS service and costs. We are also very concerned that the entire IS issue is somewhat unfair because we can find no clear evidence they are being adequately directed to achieve the objectives some feel they should be meet. Finally, we can see no evidence of a sharp down turn in IS service costs. On the contrary, we see those costs continuing to grow.

The AFC Study Committee believes all of these issues can and should be addressed through the Executive Director and his staff with the assistance of the ADCOM. Finally, the AFC Committee believes the Association's management team can no longer seek to blame others for problems we have in AFC and elsewhere. The issue needs to be not who is to blame but how do we fix it, so we need to work as a team and not as opponents.

- WR31 The Study Committee believes APCO's management team and the APCO Board of Officers need to realistically consider the potential and impact of absorbing other Associations under the APCO/AFC umbrella. The Committee recommends we focus on resolving as many of our existing internal problems, as possible, before soliciting other coordination business.
- WR32 The Board of Officers and the Executive Council should require the Executive Director to present a detailed business plan any time he or his staff is involved in negotiations that would increase the scope of their work or change the financial or human capital commitments of Association staff.
- WR33 The Board of Officers and the Executive Council should require the Executive Director to provide a detailed report on how many hours of overtime are being worked by the IS staff. In addition they need to make sure we are not in violation of FLSA rules and that the work being done could not be more economically done by part-time employees or contract employees. Finally, the report should define what the real IS FTE level is after factoring in overtime. The current number is artificially low since we were told it did not include overtime.³⁹
- WR34 The Committee believes the proposed AFC "vision statement" will assist the IS Director in his efforts to develop a 3 to 5 year technology. The Executive Director and AFC Director can add their "vision statements." Then the IS Director can add these "vision" to his own "visions," and translate them into a comprehensive 3 to 5 year plan.
- WR35 The Committee has previously recommended the Association adopt an IS hardware and software purchasing process to resolve the issues outlined in Weakness number 35.
- WR36 The Committee has already recommended the Board of Officers and the Executive Council appoint a select Committee on building needs. We believe, as a part of this study, careful consideration should be given to designing and building a formal computer room that has security access, on line computer, files and processor back-

³⁹ The Committee was advised at least two of the employees were working over 30 hours a week overtime without financial compensation.

ups, redundant computers, redundant power supplies, and total self-supporting environmental, fire-suppression and security controls.

- WR37 The AFC Study Committee is very uneasy with the Association's lack of investment in fully automated redundancy. We are very concerned that we have not achieved the level of the fully automated organization we claim to be. The Association's management and leadership needs to decide in the next one to two years if we really want to have our own in-house automation. If we do, then we need to start investing in the facilities, hardware, and software that will make that a reality. In fairness to the IS staff, they have provided an economical level of redundancy that can, all things being equal, provide a degree of backup in an emergency. However, this backup is highly dependent on manual intervention both before and during the emergency. Other coordination services we are aware of have fully automated redundancy.
- WR38 The Committee recommends the Executive Director require the IS management and staff to take time out of their busy schedules and clean up the maze of cabling within the Association's computer room. Most of us who have been involved in the IS environment recognize that our cable plant tends to "grow" around us as we expand. However, it is critical that we take time out and trim back the "vines." In addition to cleaning up and organizing the cable plant, we need to have IS clearly label and map out all cable runs and maintain a current cable inventory. This task can be done in a matter of days and will pay enormous returns during routine and catastrophic failures.
- WR39 APCO's Board of Officers and Executive Council should immediately direct the Executive Director and his staff to prepare an "Emergency Restoration" plan for the review and approval of both bodies. It would be extremely unfortunate if our public safety Association was put out of business because all of their records, files, hardware and applications were totally destroyed because we failed to plan for a possible fire, hurricane or other natural or man caused disaster.
- WR40 The Association needs to establish and follow a long-term equipment replacement plan that includes setting aside adequate funding for routine and specialized hardware replacement. Funding should be tied to the Association's current depreciation cycle which should be revisited on a biannual basis to ensure the current depreciation cycle is keeping up with technology changes. The AFC Study Committee recommends the Board of Officers work with the Executive Director, Controller and their staff to develop a plan to finance the replacement and upgrading of all IS equipment within a predefined period of time.
- WR41 The Committee is distressed that the Association has slipped into a degree of isolationism with regard to other coordination companies and associations because we don't trust them. We need to learn from our peers, competitors and adversaries and take advantage of their experience and expertise, and distinctive competencies. We need to look for partnerships not takeovers. Instead of isolating ourselves from our so-called competitors, staff and management should take every opportunity possible to visit other coordinators operations to learn how they do business for their clients. Historical problems with other coordinators and service providers should be just that, historical problems. Learning from our past mistakes doesn't mean we need to expose the scars forever. The Committee recommends the APCO Executive Director and his IS and AFC staff begin building bridges instead of walls. We also think he should

direct his managers to catalog their own strengths and weaknesses as they see them as well as those of their peers and competitors. Developing this kind of information will not only help APCO improve its own operation, but someday may mean the difference between another public safety coordinator buying APCO's services or someone else's. We say in APCO, we are the best coordinations service available and we can provide the service at the lowest cost, yet the other public safety coordinators keep going elsewhere, why? The Executive Director needs to find out why our peers go elsewhere and work to overcome those barriers.

WR42 The Committee recommends the Board of Officers, Executive Council, and Executive Director work with the AFC Director to establish a policy that outlines what services and functions should generally be funded from AFC revenue. The Committee found a great deal of dissatisfaction among the AFC staff and ADCOM that AFC was funding projects like Project 25 and Project 31, yet they were being questioned if they could reduce the local advisor's expenses or AFC expenses. In addition they expressed concern we were focusing on local advisor travel cost when it only represents 15% of the AFC budget.

In general they feel funding for Project 25, and 31 and other so-called special interest project should be greatly reduced or eliminated. In that same vein they feel legal expenses should be sharply reduced and more attention paid to what we are filing on. They also generally support the notion that some of these activities should be funded from other sources

The Committee understands and accepts these concerns and in some cases agree with these concerns. However, we strongly believe that the Board of Officers and the Executive Council have the responsibility to establish the goals and objectives of the Association and the staff have the responsibility to implement them. To be successful, this must be a team effort that includes AFC management, the Board of Officers, the Executive Council, and in some case local advisors and ADCOM in the decision making processes. The AFC should be provided clearly written policies and procedures that define not only what kind of projects are eligible for AFC funding, but what approval those projects need for funding. More importantly, it should be generally defined how and where cost reductions are to be made when revenues fall short of expectations. The Committee agrees with some of those who answered our questionnaire that the burden to absorb AFC revenue shortfalls should not be placed totally the AFC. On the other hand, the Board of Officers and the Executive Council have the right and obligation to set the Association's priorities and allocate the funds accordingly. Those priorities can and do include legal expenses and special projects. Finally, as previously noted, we believe the AFC Director can and should play a role in any discussions for funding projects or services from AFC funds.

WR43 The Committee believes it is critical to fully integrate the AFC coordination process and the completion of a coordination with the Association's automated accounting system. We would strongly recommend the Board of Officers and Executive Director should appoint the Controller to head up an internal management team comprised of the AFC Director, the IS Director and any other internal or external expertise required to accomplish this activity. We would recommend this Committee be asked to complete their analysis and proposal by the January, 1997 Executive Council meeting so that a proposal to complete this project can be approved and a budget established.

GENERAL COMMENTS

GENERAL COMMENTS

ORGANIZATIONS, LIKE PEOPLE, HAVE A DIFFICULT TIME LIVING IN ISOLATION

Although the Committee did a number of tests, general comments were outside the specific scope and limits of the report, we felt a few impressions for the AFCD Board of Officers and Executive Council be aware of those at least that may be important, what, if any action they believe should be taken.

GC1 During the last few years, AFCD has received an ever increasing amount of help in Federal funds and income. In response to some of this support, APC participated in making a number of commitments to AFCD Project 25, NASTO and the Federal agencies that are participating in that process. As few of these commitments can be made a great deal of time, money and planning in response and because, yet the Committee are in a situation that these issues have become more confidential while AFCD is involved.

GC2 AFCD APC Executive has indicated as a number of activities that AFCD would manage the proposed event structure and distribution in Project 25 System Division.

GC3 The APC Study Committee has no way to study and determine what support frequency requirements or needs conditions. However, as strongly believe the Board of Officers and the Executive Council should be discussing with the Administrator's best interest point of the proposed changes that may occur.

These conditions are as follows:

1. An ever-increasing competition among industries whose products market is controlled by a number of companies, which by their own means could limit the growth of the APC Project.
2. Lack of sufficient channel programs which can in turn be maintained.
3. Limited supply for base of prices and local government.
4. Funding for independent services.
5. National level toward successful products and procedures.

GENERAL COMMENTS

ORGANIZATIONS, LIKE PEOPLE, HAVE A DIFFICULT TIME LIVING IN ISOLATION

Although the Committee felt a number of these general comments were outside the specific scope and focus of our report, we felt it was important for the APCO Board of Officers and Executive Council be aware of them so that they may begin considering what, if any actions they believe should be taken.

- GC1 During the last few years, APCO has received an ever increasing exposure from its Project Series and process. In response to some of this exposure, AFC management has made a number of commitments to APCO Project 25, NASTD and the Federal agencies that are participating in that process. A few of these commitments will require a great deal of time, money and planning to implement and manage, yet the Committee saw no indication that these issues were currently under consideration within APCO International.
- GC2 APCO AFC Director has indicated on a number of occasions that APCO would manage the proposed record retention and distribution of Project 25 System Identifiers.
- GC3 The AFC Study Committee has no way to fairly and accurately judge long-term frequency coordination market conditions. However we strongly believe the Board of Officers and the Executive Council should be discussing with the Association's legal counsel some of the potential changes that may occur

These externalities may include

1. An increasingly competitive service industry whose potential market is controlled by a number of externalities which by their very nature could limit the growth of the AFC Process.
2. Lack of additional channel allocations which can in turn be coordinated.
3. Limited customer base of police and local government.
4. Potential for competitive service
5. National trend toward commercial providers and privatization

6. Lack of Federal spectrum utilization planning which would allow the end user to easily migrate to new channels on an organized and planned basis.
7. Trend towards downsizing and cutting government agency budgets.

All of these external issues have an impact on the number of coordination applications APCO AFC can expect to receive

- GC4 APCO, its Executive Director and management team, all need to make a concerted effort to determine what if anything can be done to improve the Association's long term potential to work with other public association's in providing frequency coordination services. Our review indicates there is currently a very limited chance any of the associations would want to join the APCO AFC process. We believe the APCO Board of Officers and Executive Director should find out why and develop a long-term strategy to reduce the number of barriers that must now be in place. Keep in mind the more we improve relations with these groups the better off we are, regardless of who does their coordination.
- GC5 The Study Committee believes the APCO Board of Officers has an opportunity to establish now a comprehensive suite of AFC employee and advisor performance standards. The Committee feels performance standards are critical to the Association's ability to track its progress.
- GC6 The internal evaluation President Morris and the APCO Board of Officers have chartered gives the Association leadership an opportunity to restructure APCO International to ensure it is positioned to meet current and future membership demands. We encourage the Board of Officers, the Executive Council, the Executive Director and the AFC Director to carefully evaluate APCO's organization structure to ensure it is virtually transparent to the membership and designed to serve their needs
- GC7 We believe the Executive Director should instruct both the AFC Director and the IS Director to be more responsive to policy guidelines and advice developed by ADCOM and approved by the Board of Officers.
- GC8 Although the Committee did not evaluate the performance of ADCOM, we are very aware that there is a general feeling their advise and counsel is not always recognized or heeded. This problem is particularly evident with regard to ADCOMs long-standing request for total automation of AFC. In that regard, we believe the APCO Board of Officer should instruct the Executive Director to provide a prioritized list of when AFC/IS will fulfill their obligations to provide the local advisors a completely automated coordination system. Our interviews indicate ADCOM made this recommendation shortly after APCO canceled its service contract with an outside provider.

In our opinion, it is extremely important that the APCO Board of Officers and Executive Council give the ADCOM total support in their effort to represent the local advisors and membership. If the local advisor concept is valid and we believe it, then they and the members of ADCOM must know they have the Board's total support. The ADCOM represents a valuable resource to APCO and should be used to its fullest extent.

- GC9 The Committee recommends the Executive Director, in cooperation with the Board of Officers and the Executive Council establish, a business development Task Group for the sole purpose of defining what potentially new or related businesses the Association can and should be developing within AFC or any other subsidiary or department. By nature of the Association's responsibility to serve its membership there are a limited number of business opportunities that will truly serve them and not use them.
- GC10 The Committee believes the entire process of frequency coordination is going to become more expensive, difficult, risky and time consuming. Obviously, the more crowded the radio spectrum becomes the more time and resources it will take to properly process a coordination. For example, consider the degree of new complexity that may be introduced under the FCC proposed refarming. The potential of having to coordinate mixed, wide band, narrow band, digital, FDMA, TDMA, and other technologies are very good. We believe this type of coordination may require a whole bag of new and/or improved manual and automated coordination tools at both APCO AFC and the local level.
- GC11 The Committee believes all new "business" should be directed at providing an improved level of service to the membership, at the lowest cost possible. AFC's and APCO International's primary functions of serving the members must never be lost in our pursuit for the all-mighty dollar.

Quantum

Telecommunications

FAX Transmission

Pages 1 to 1 (Page 1 of 1) **Appendix I** (37)

Date: September 20, 1999

To: An Adams
Mami Coltri
Steve Mucken

From: Craig M. Jorgensen

Subject: AFC Study Guide

If you do not receive all the pages indicated above, please contact: Craig M. Jorgensen

Telephone Number: 1-801-283-1099 FAX: 1-801-581-9405

Special Instruction: A review of the comments each of you have dated me and my thoughts on what needs to be done clearly indicates we have a tremendous amount of work ahead of us. It is also very clear that the work we need to do will not be easy or painless. It is critical that we be as candid and honest as possible throughout this entire process. We must all recognize that we each carry into this process a certain amount of personal and organizational bias that may from time to time expose itself as we discuss and deliberate issues. When that occurs, I hope each of us can dig deep for a more objective opinion. I also hope that we can openly discuss & tackle problems without being this skewed. From my perspective, I have absolute and total confidence in all three of you. My only concern is that I also know each of you is already carrying a large burden on behalf of your agency, chapter and the Association.

As we begin this process, it is critical that we understand our first and foremost obligation is to the AFPCO members. That responsibility takes precedence to our faith or loyalty to the AFPCO Board of Directors, President Mami and the regional office staff and management. President Mami expects us to do a total analysis, objectively facts, not speculation. He and the Board are committed to supporting our efforts. The director and Board will simply they will agree with our findings or conclusions.

Quantum

Telecommunications
FAX Transmission

Pages Including Cover Page: (27)

Date: September 25, 1995

To: Art McDole
Norm Coltri
Steve Souder

From: Craig M. Jorgensen

Subject: AFC Study Guide

If you do not receive all the pages indicated above, please contact: Craig M. Jorgensen

Telephone Number: 1-801-583-1099 FAX: 1-801-581-9605

Special Instructions: A review of the comments each of you have faxed me and my thoughts on what needs to be done clearly indicates we have a tremendous amount of work ahead of us. It is also very clear that the work we need to do will not be easy or painless. It is critical that we be as candid and honest as possible throughout this entire process. We must all recognize that we each carry into this process a certain amount of personal and organizational bias that may from time to time expose itself as we discuss and deliberate issues. When that occurs, I hope each of us can dig deep for a more objective opinion. I also hope that we can openly discuss difficult problems without being thin skinned. From my perspective, I have absolute and total confidence in all three of you. My only concern is that I also know each of you is already carrying a large burden on behalf of your agency, chapter and the Association.

As we begin this process, it is critical that we understand our first and foremost obligation is to the APCO members. That responsibility takes precedent to our obvious loyalty to the APCO Board of Officers, President Morris and the national office staff and management. President Morris expect us to do a detail analysis, supported by facts, not supposition. He and the Board are committed to supporting our effort; this does not and should not imply they will agree with our findings or conclusions.

Finally, we must never lose sight of the fact our study will include people whom we know and work with. We cannot forget these people have dreams and aspirations they hope to achieve. Behind these people are families, we will not see, but we must remember are there. I point these obvious things out because I don't want us to ever act or react in a cavalier manner, failing to recognize the potential impact of our decisions. As always, when the going gets tough, the tough get going. Together, we will be successful in meeting each of the potentially difficult problems we may face head on.

To begin our effort, I have attached a compilation of the thoughts and opinions each of you have provided and rolled them in with mine. I have also attempted to modify the schedule Art McDole proposed to fit the total scope of the project as it is now envisioned. No attempt has been made yet to prioritize these objectives, a task that obviously needs to be done.

After you have all had a chance to digest this data, I will schedule a conference call so we can scrub and refine the material to better suit our needs. Finally, as a matter of record, I will send President Morris a copy of all the documents we create that reflect current committee action or lack thereof. The distribution beyond Ross is entirely up to him.

I look forward to working with all of you on this very important project.

cc: Ross Morris, President, APCO

PROJECT OBJECTIVE

APCO's President Ross Morris established a Task Force to study the "functions and business practices" of APCO's Automated Frequency Coordination (AFC) operation. The primary objective of this Task Force is to evaluate and analyze the operation, management and budgetary practices of the AFC and recommend what, if any, changes are necessary to remain financially sound and operationally competitive during the *next 10 years*.

Our objective is to ensure the AFC is able to provide its customers the highest level of professional frequency coordination service, at a fair and competitive rate. Every effort will be made to refine APCO's AFC process where necessary, so its customers will have a reasonable guarantee that they can expect to receive efficient, effective and quality professional service in an accurate and timely manner.

All action items and scheduled due dates are listed in standard type. Actual completion dates are in a **larger font and in bolded**.ⁱ

Preliminary Project Methodology

- I. Review President Morris stated and implied objectives and determine the Strengths, Weaknesses, Opportunity and Threats (SWOT) analysis based on the existing organizational structure, funding levels, potential change in the market place and the industry at large?
 - A. Meet with President Morris and ascertain candid assessment of the successes and failures he perceives we need to consider.
 1. **This task was completed on August 17, 1995.**
- II. Obtain a general perspective of the Task Group members perception of the AFC, its process, goals and objectives.
 - A. Prepare a preliminary prioritization of the issues and comments submitted.
 1. **This task was completed the week of August 24, 1995.**
- III. Prepare a draft AFC study outline.
 - A. **This Task was completed the week of September 24, 1995.**
- IV. Receive preliminary comments on draft AFC study outline.
 - A. Comments due the week of October 10, 1995.

ⁱ Narrative added after completion of report to aid non committee members in tracking study progress.

B. ***Task completed the Week of October 4, 1995***

- V. Prepare a revised draft AFC study outline.
A. Distribute the revised draft the week of November 1, 1995.

B. **Task completed September 25, 1995.**

- VI. Review revised draft AFC study outline and prepare a draft questionnaire for appropriate individuals. November 1995.
- A. Prepare a series of simple preliminary questionnaires that will eventually be used to help determine the customers, Advisors, Board of Officers, Executive Director's and employees' perspective of the AFC operation, attributes, deficiencies and potential improvements.
- B. Meeting to work on this document will be held in conjunction with a scheduled APCO Project 25 meeting sometime during November.
- C. **After careful consideration of the complexity of the issues we faced, this task was move back the final draft of the questionnaire until April/May of 1996.**

- VII. Prepare a list of documentation that is required from APCO, APCO AFC, APCO Accounting, APCO IS and APCO AFC Advisors.

- A. The information required may include, but not be limited to:
1. A list of organizations within APCO International that the AFC has either an organizational or financial relationship with.
 - a. Information package should include organization charts, data flow charts, financial contracts and/or established organizational policies that require an interrelationship.
 2. A list of organizations external to APCO International, that the AFC has either an organizational or financial relationship with.
 - a. Information package should include Organization Charts, data flow charts, financial contracts and/or established organizational policies that require a inter-relationship information/data between the AFC and an external organization.
 - The Federal Communications Commissions
 - Forestry and Conservation Communications Association (FCCA)
 - International Municipal Signal Association (IMSA)
 - American Association of State Highway and Transportation Officials (AASHTO)
 - Personal Communications Industry Association (PCIA)

- Special Industrial Radio Services Association (SIRSA)
 - CET
- 3. Policies and procedures applying to the internal operations of the AFC
- 4. Personnel policies and procedures.
- 5. Organizational master plans
- 6. Strategic Plans
- 7. Organizational goals and objectives
- 8. Organizational Mission Statement
- 9. Chart of Accounts
- 10. Year-to-date financial reports
- 11. Current or proposed contracts for:
 - a. Hardware
 - b. Hardware maintenance
 - c. Software
 - d. Software maintenance
 - e. Training
 - f. Consulting services
 - g. Legal services
 - h. Accounting services
 - i. Engineering services
 - j. Printing services
 - k. Telecommunications services
 - l. Investment service
- 12. A copy of the AFC budgetary or financial documents that may include but not be limited to:
 - a. Salaries
 - b. Payrolls
 - c. Overtime
 - d. Budgets
 - e. Charge backs
 - f. Fund transfers
 - g. Funding and expenditure authorization tables
 - h. Other source of income
 - i. Services rates
 - Hourly
 - Per unit
 - CPU time
 - General administration
 - Printing and/or distribution
 - Line charges

- Equipment rentals
 - Consulting services
13. A list of organizations within APCO International that the IS has either an organizational or financial relationship with.
- a. Information package should include organization charts, data flow charts, financial contracts and/or established organizational policies that require an inter-relationship
14. A list of organizations external to APCO International that the IS has either an organizational or financial relationship with.
- a. Information package should include organization charts, data flow charts, financial contracts and/or established organizational policies that require an inter-relationship between APCO IS and some external organization.
- Forestry and Conservation Communications Association (FCCA)
 - International Municipal Signal Association (IMSA)
 - American Association of State Highway and Transportation Officials (AASHTO)
 - Personal Communications Industry Association (PCIA)
 - Special Industrial Radio Services Association (SIRSA)
 - CET
15. This information should be obtained by October 30, 1995.
16. Policies and procedures applying to the internal operations of the IS.
17. Personnel policies and procedures
18. Organizational master plans
19. Strategic plans
20. Organizational goals and objectives
21. Organizational mission statement.
22. Chart of accounts.
23. Year-to-date financial reports
24. Current or proposed contracts for:
- a. Hardware
 - b. Hardware maintenance
 - c. Software
 - d. Software maintenance
 - e. Training
 - f. Consulting services
 - g. Legal services
 - h. Accounting services
 - i. Engineering services

- j. Printing services
 - k. Telecommunications services
 - l. Investment service
25. A copy of the IS and AFC budgetary or financial documents that may include but not be limited to:
- a. Salaries & benefits
 - b. Payrolls
 - c. Overtime
 - d. Budgets
 - e. Charge backs
 - f. Fund transfers
 - g. Funding and expenditure authorization tables
 - h. Other source of income
 - i. Services rates
 - Hourly
 - Per unit
 - CPU time
 - General administration
 - Printing and/or distribution
 - Line charges
 - Equipment rentals
 - Consulting services
26. Obtain a complete file of operational and financial policies and procedures governing both the IS and AFC.
27. Material scheduled to be submitted to the Committee by October 30, 1995.
28. **The committee found it extremely difficult to obtain detailed written information from most of the division within APCO International.. With the exception of the controllers office, we were unable to find a clear process or project audit trail which would help in our evaluation process. However, the documentation we did receive was obtain from Charlie Stucky, in the early spring of 1996, prior to his retirement.**

- VIII. Review material submitted to the AFC Study Committee.
- A. Review scheduled to be completed by November 30, 1995.
 - B. Preliminary review was completed in February of 1996.

- IX. Refine proposed questionnaire to reflect new data received.
- A. Revised questionnaire scheduled to be completed by approximately December 15, 1995.
 - B. **Completed questions for staff in March of 1996. However, question refinement for local advisors was completed under the revised schedule in April of 1996, after the on-site visit.**
- X. Distribute Questionnaire.
- A. Questionnaire distribution scheduled to be completed by December 20, 1995.
 - B. **Questionnaires were distributed to all AD COM Committee members by Mr. Norm Coltri the first week of May, 1996.**
- XI. Evaluate and categorize all the data received from questionnaire. Evaluation process scheduled to be completed by February 1, 1996.
- A. Questionnaires are complete.
 - B. Questionnaires are complete with further consideration needed.
 - C. Questionnaires are incomplete with no further consideration needed.
 - D. Questionnaires are incomplete with additional consideration required.
 - E. Questionnaires are inconclusive, additional information required.
 - F. **Under the committee's revised schedule, questionnaires were not scheduled to be evaluated and categorized until July 8, 1996. The last questionnaire evaluation was received on July 10, 1996.**
- XII. Mid-point assessment of study progress. This assessment will establish our progress in meeting our original list of objectives.
- A. Reevaluation scheduled to be complete on approximately February 15, 1996.
 - B. **The original schedule was reevaluated and extended during February, 1996.**
- XIII. Select agencies and individuals to be interviewed.
- A. Selection process scheduled to be completed by February 28, 1996.

- B. **The APCO staff members to be interviewed were selected during the last week in February, 1996. At this point the committee decided the scope of work precluded interviewing personnel from specific user agencies.**

XIV. Conduct on-site interviews of all selected individuals.

- A. On-site interviews scheduled to be completed by March 15, 1996.
- B. **On-site interviews were completed by April, 1996.**

XV. Collect additional support information as a result of interviews.

- A. Additional data collection scheduled to be completed by April 15, 1996.
- B. **Additional data collection was not completed until June 23, 1996.**

XVI. Prepare preliminary study conclusions.

- A. Preliminary study conclusions scheduled to be completed by June 1, 1996.
- B. **Preliminary study findings were completed in May of 1996. However preliminary conclusions were delayed until we received the final replies from the ADCOM Committee in June of 1996.**

XVII. Provide study conclusions to APCO President Ross Morris; AFC Director, Ali Shahnam; APCO Executive Director, Ronnie Rand and other management personnel as may be mutually agreed to and/or necessary to maintain the integrity of the process. Provide a short period of time for each to comment.

- A. Complete review with officers and staff by June 15, 1996.
- B. **Preliminary draft of final recommendations was mailed to the Study on July 18, 1996.**

XVIII. Review, consider, analyses and include appropriate recommendations of President Morris and APCO staff and management staff.

- A. Review scheduled to be completed by July 1, 1996.
- B. **Due to time constraints a copy of the draft recommendations were not mailed to President Ross Morris.**

- XIX. Prepare a first draft report for President Ross Morris.
- A. Preparation of first draft scheduled to be completed by July 15, 1996
 - B. **The Committee reviewed four draft copies of the final report between June 22 and July 30, 1996.**
- XX. Consider President Morris and/or his representative comments on first draft.
- A. Comments review scheduled to be completed by July 30, 1996.
 - B. **Regretably, the Committee felt it necessary to only provide President Morris our final report, without him having any benefit to comment. Although the Committee has met its original schedule of completing the project by August 15, 1996, we had planned to sent President a final report on or about July 15, 1996.**
- XXI. Submit final report to President Morris, President of APCO.
- A. Final report schedule for completion by August 15, 1996.
 - B. **Final report was submitted on July 30, 1996.**

Preliminary List of Operational Activities, Issues or Functions To Be Studied

- I. Organizational Structure
- A. Material required
 - 1. APCO organization chart
 - 2. AFC organization chart
 - 3. IS organization chart
 - 4. A copy of the job description of all AFC employees
 - 5. A listing of the pay scales for AFC job descriptions
 - 6. A copy of the job description of all IS employees
 - 7. A listing of the pay scales for IS job descriptions
- II. Organizational Mission
- A. Does the AFC have a defined mission statement?
 - B. Does the mission statement for the AFC truly reflect what the AFC is doing?
 - C. Does IS have a defined mission statement?
 - D. Does the mission statement for IS truly reflect what the IS is doing?

- III. Master Plan
 - A. Does the AFC have a long-term (3-5 year) master plan?
 - 1. Review plan and compare current program direction with plan.
 - B. Does IS have a long-term (3-5 year) master plan?
 - 1. Review plan and compare current program direction with plan.
- IV. Strategic Plan
 - A. Does the AFC have a short-term (1-2 year) strategic plan?
 - 1. Review plan and compare activities with plan
 - B. Does IS have a short-term (1-2 year) strategic plan?
 - 1. Review plan and compare activities with plan.
- V. Interdepartmental Organizational relationships
 - A. Does the current organization chart correctly reflect the inter-departmental relationships?
 - B. Are the policies and procedures sufficient to support the relationships as they now exist?
 - C. Are the relationships working?
 - D. Do they make sense?
 - E. What are these relationships costing in dollars?
 - F. What are these relationships costing in time?
 - G. What are these relationships costing in operational efficiency?
 - H. What are these relationships costing in level of service being provided?
 - I. What management benefits are achieved through these relationships?
 - J. What savings are achieved through these relationships?
 - K. What services are improved through these relationships?
 - L. What are the tangible benefits received by the members from these relationships?
 - M. What are the tangible benefits received by the customers from these relationships?
- VI. Inter-departmental Funding
 - A. Does the AFC fund any other APCO organizational or operational activities?
 - 1. Prepare a detailed list of those activities?
 - 2. What purpose do these activities serve?
 - 3. Are these activities directly or indirectly related to the primary responsibilities and mission of spectrum management and frequency coordination?
 - B. Does it make sense to fund those activities from AFC?
 - 1. If not, why not?
 - 2. If so, why?
 - C. What are the sources of revenue funding the AFC?
 - 1. Prepare a list of all sources.

2. Prepare a list of the amount of funding obtained from each source.
 3. Describe, if known, the vulnerability of each funding source.
- D. Does the AFC fund its own salaries and benefits?
1. Does it fund any other Association salaries?
 - a. If so, what positions?
 - b. Why are these positions funded from the AFC?
 - c. What are the tangible and intangible benefits to the AFC and its customers to funding part or all of these other APCO positions?
 2. Does the AFC fund any other Association benefit programs?
- E. Does the IS fund any other APCO organizational or operational activities?
1. Prepare a detailed list of those activities.
- F. What are the sources of revenue of the IS?
1. Prepare a list of all sources.
 2. Prepare a list of the amount of funding obtained from each source.
 3. Describe the vulnerability of each funding source.
 4. Describe methods and formulas used by IS to determine charges to each of its users.
- E. Does it make sense to fund those activities from IS?
- a. If not, why not?
 - b. If so, why?
- G. Does the IS fund its own salaries and benefits?
1. Does it fund any other Association salaries?
 - a. If so what other positions are funded by IS?
 - b. Why are they funded from the IS?
 - c. What are the tangible and intangible benefits to the IS and its customers to funding part or all of these other APCO positions?

VII. Policies and procedures

- A. Does the AFC have established policies and procedures?
 1. A complete copy should be provided to the Committee.
- B. Do the AFC employees understand and follow AFC policies and procedures?
- C. Are the AFC policies and procedures modified on a regular basis?
 1. How often?
 2. What input does AFC management have in making changes in the AFC policies and procedures?
 3. What input do the AFC employees have in making changes in AFC policies and procedures?
 4. What input does the Association's management have in making changes in AFC policies and procedures?
 5. What input do the volunteer frequency advisors have in making changes to AFC policies and procedures?

6. What input does the APCO Board of Officers have in making changes to the AFC policies and procedures?
7. Should any of these other interested parties have input into the establishment of AFC policies and procedures?
 - a. If so, why?
 - b. If not, why not?
- D. Does the IS have established policies and procedures?
- E. Do the IS employees understand and follow IS policies and procedures?
- F. Are the IS policies and procedures modified on a regular basis?
 1. How often?
 2. What input does IS management have in making changes in the IS policies and procedures?
 3. What input do IS employees have in making changes in IS policies and procedures?
 4. What input do other APCO managers have in making changes in IS policies and procedures?
 5. What input does the Association's management have in making changes in IS policies and procedures?
 6. What input do the volunteer frequency Advisors have in making changes to IS policies and procedures?
 7. What input does the APCO Board of Officers have in making changes to the IS policies and procedures?
 8. Should any of these other interested parties have input into the establishment of IS policies and procedures?
 - a. If so, why?
 - b. If not, why not?

VIII. Frequency Coordination - Local Advisor

- A. Frequency Advisor - Document flow
 1. What paper documents does he/she generate or accept?
 - a. How many copies are generated or accepted?
 - b. How long are paper copies maintained?
 - Why?
 - c. How many paper copies are retained?
 - Why?
 - d. Are paper copies mailed to others?
 - Why?
 - e. How often are paper copies mailed to others?
- B. Local Advisor Records
 1. What automated records are created by the local Advisor?
 - a. Are copies transmitted to other locations?
 - b. How are copies transmitted?
 - c. Is an electronic copy kept locally?
 - d. Is a backup electronic copy kept locally?

- e. How long does it take to create each document?
- C. Written and Unwritten Contracts
1. Does APCO have an approved contract or Memorandum of Understanding (MOU) between the local advisor, his/her agency and the International Association?
 2. Should there be a contract?
 3. To what extent is APCO liable for an advisor's actions without a written contract?
 4. To what extent is the local advisor's employer liable?
- D. Hardware and Software Coordination Tools
1. What hardware and software tools are provided to the local advisor?
 2. Who provides those tools?
 3. Who is responsible for paying for the original hardware and software tools?
 4. Who is responsible for determining what tools are needed?
 5. Does the local advisor have any input into the tools selected or software selected?
 6. Who is responsible for maintaining the hardware and software tools?
 7. Is hardware and software maintenance done in a timely manner?
 8. Is hardware and software maintenance done in a cost-effective manner?
 9. Is the maintenance timely?
 10. Does the software fit the needs of the local advisor and his/her client?
 11. Is the hardware and software platform upgraded in a timely manner?
 12. How are the needs for upgrades determined?
 13. Are there written policies that govern the level of service and software maintenance an advisor can expect?
- E. Work Performance
1. What is the quality of the individual advisor's work?
 - a. How is the quality of work judged?
 - b. Who judges the quality of work?
 - c. Is the advisor given an official performance rating?
 - Who gives the rating?
 - d. How does the quality of APCO's coordination compare with other commercial Advisors?
 - e. How is an assessment of quality made?
 - f. What is that comparison based on?
 - Cost?
 - Accuracy?
 - Timelessness?

- Number of coordinations processed?
 - Customer satisfaction?
2. Quantity of work
 - a. Does the Association have a way to quantify the productivity of a local advisor?
 - How does the Association determine the cost effectiveness of having a local advisor as opposed to a regional advisor or a single national coordinator?
 - b. Who makes the determination of when a local advisor is justified?
 - c. Are the formal minimum standards of production being met for a chapter to have a local advisor?
 - Are those standards complied with?
 - d. How is that determination made?
 - Number of coordinations?
 - Dollar volume?
 - Political interests?
 - Chapter size?

F. Certification

1. Are APCO local advisors certified?
 - a. Who certifies the local advisor?
 - b. What standards are used in certifying a advisor?
 - Are the certification standards written?
 - How do APCO's certification standards compare with their competitors?
2. Are APCO's local advisors formally trained for certification?
 - a. Are the advisors tested for certification?
 - b. Does the Association provide ongoing training?
 - Is ongoing training required to maintain certification?
 - c. Who conducts certification training?
 - d. Where is training conducted?
 - e. Is there a specific training manual?
 - f. How often is it updated?
 - g. Are certified advisors provided copies of the training manual updates?
 - h. Is the advisor's sponsoring agency formally notified of a advisor's successful certification?
 - i. Is the local advisor's sponsoring agency provided a copy of the advisor's certification from APCO?

- j. Does the Association formally recognize and honor the advisor's agency for the support they give the AFC and its local advisor?

G. Local Advisor Costs

1. What are the costs associated with the local advisor's?
2. How many man-hours does an average frequency coordination take to create an automated coordination document?
3. What is the approximate average cost per man hour for the local frequency advisors? Please provide this information by using the following categories in ascending order based on average or estimated hourly or billable man hour rates for the advisor in his/her agency (Exact salary is not needed or desired):
 - a. The areas where the lowest cost would be encumbered if the Association were paying for the man hours.
 - b. The areas where the highest cost would be encumbered if the Association were paying for the man hours.
 - c. The area where the medium cost would be encumbered if the Association were paying for the man hours.
 - d. The areas where the average costs would be encumbered if the Association were paying for the man hours.
4. Do any local advisor's receive any financial compensation from APCO?
 - a. What is the annual value of this compensation?
5. Do they receive any educational or travel benefits?
 - a. What is the annual value of this compensation?
6. Does the Association provide Errors and Omission insurance on the local advisors?
 - a. Is the extent of the Association's liability clearly defined in the local advisor's policy manual?
 - b. Is that advisor and/or his/her agency required to formally acknowledge the extent of potential liability covered by the Association?
7. Does the Association provide general liability insurance for the local advisors?
 - a. Is the extent of the Association's liability clearly defined in the local advisor's policy manual?
 - b. Is that advisor and/or his/her agency required to formally acknowledge the extent of potential liability covered by the Association?
8. Is the local advisor reimbursed for his/her telecommunications costs?
 - a. Can we establish an individual and total cost for these reimbursement?

- b. Are advisor's telephone reimbursement expenses audited? Please specify by the following categories in ascending order by amount of reimbursement:
- Which advisor's are paid the lowest reimbursement for work related telephone expenses and how much are they paid?
 - Which advisor's are paid the highest reimbursement for work related telephone expenses and how much are they paid?
 - Which advisor is paid the medium reimbursement for work related telephone expenses and how much is he/she paid?
 - What is the average reimbursement expense paid for advisor telephone service and how much are they paid?
9. Is the local advisor reimbursed for office supplies and expenses?
- a. Can we establish an individual and total cost for these reimbursement.?
- b. Are advisor's office supplies and expense reimbursement audited? Please specify by the following categories in ascending order?
- Which advisor's are paid the lowest reimbursement for office supplies and expenses and how much are they paid?
 - Which advisor's are paid the highest reimbursement for office supplies and expense and how much are they paid?
 - Which advisor is paid the medium reimbursement for work office supplies and expenses and how much is he/she paid?
 - Which advisor is paid the medium reimbursement for work office supplies and expenses and how much are they paid?
10. Is the local advisor provided office space?
- a. Can we establish an individual and total cost for the sponsored space? Please specify Lowest cost areas by the following categories in ascending order:
12. Is the local advisor reimbursed for all other out-of-pocket expenses?
- a. Can we establish an individual and total cost for out of pocket expense reimbursement? Please specify by the following categories in ascending order:

- What advisor's are paid the most for out of pocket expenses and how much are they paid?
 - What advisor's are paid the least for out of pocket expenses and how much are they paid?
 - What advisor is paid the medium for out of pocket expense and how much is he/she paid?
 - What advistor are paid the most for out of pocket expenses and how much are they paid?
13. How much does the Association pay per advisor for software maintenance?
 14. How much does the Association pay per advisor for hardware maintenance?
 15. Are there any advisor that encumber more software maintenance cost than the others?
 - a. Why are their costs software maintenance cost higher?
 16. Does the Association pay for advisor travel?
 - a. Does any one or group of advisors encumber more travel expenses than the others?
 - b. What travel is paid for?
 - Local meetings?
 - Meetings conducted within a specific state?
 - Meetings conducted on a regional basis?
 - National meetings?
 - International meetings?
 - a. Are meetings scheduled with other APCO functions?
 - b. Are meetings scheduled so the local advisor can arrive, meet, and return home as quickly as possible?
 - c. Who pays for additional days a local advisor may choose to stay at a meeting?
 - e. Does the AFC publish in advance information about the meeting and the expenses they will cover?
 15. Is there a fund established in the AFC for employee and local advisor awards?
 - a. How much?
 - b. Who determines who will receive awards?
 - c. What criteria is used?
 16. Does the local advisor have access to or use any discretionary funds during the course of their activities?
 - a. How much money is allocated?
 - b. How are these funds controlled?
 - c. How are they audited?

17. Does the AFC director have any control over the use or generation of those discretionary funds?
18. Does the Association contribute to the cost of college or other recognized courses that would benefit a advisor's ability to provide APCO coordination services?
 - a. Why or why not?
 - b. If so, to what financial level?
19. Can the Association justify a local advisor in every chapter?
 - a. If the answer is yes, what are the justifications?
 - Quality of service?
 - Quickness of services?
 - Level of training?
 - Costs?
 - Local knowledge that cannot be replaced?
 - Customer satisfaction?
 - Internal Association political pressure?
 - Other indefinable factors?
 - b. If the answer is no, what are the justifications?
 - Quality of service?
 - Quickness of service?
 - Level of training?
 - Costs?
 - Local knowledge that cannot be replaced?
 - Customer satisfaction?
 - Internal Association political pressure?
 - Other less definable factors?

IX. AFC Centralized Operations

A. Document flow

1. Is there a document showing an established process or application flow chart for frequency coordinations that are received and acted upon within the central office of the AFC?
 - a. When was that flow chart developed?
 - b. Has the process changed since that time?
 - A copy of the flow chart should be provided the Committee.
2. Does the process flow chart include actual or project time lines?
3. Are the time lines monitored and enforced?
4. Is the document flow and its associated time lines supported by operational policies and procedures?

5. Is there an established electronic document flow within APCO AFC or IS?
 - a. Does that electronic flow clock and track document processing?
 - b. Is there a daily, weekly or monthly report generated by the electronic tracking system?
 - c. How often are the reports reviewed?
 - d. Does the electronic document tracking process include projected and actual time lines?
 - e. Are the projected and actual time lines monitored and adjusted to more accurately reflect actual processing time?
 - f. Are all advisors and processors required to meet specific standards in processing time?
 6. Is the electronic document and its associated time-lines supported with operational policies and procedures?
 7. How long are documents filed or stored in a paper form?
 - a. Why are documents retained that long?
 - b. Are they accessed on a regular basis?
 - How many times are they accessed each year, month, or week?
 - c. Are records kept for more than a year stored in a protected and secure storage area?
 8. Is the paper document storage period established in policy?
 9. Is there an FCC, Federal, state tax or policy requirement to keep the document for the established period of time?
 10. Who maintains the document filing system (by job description)?
 11. How long are documents filed or stored in an electronic form?
 - a. Why are documents retained that long?
 - b. Are they accessed on a regular basis?
 - How many times are they accessed each year, month, or week?
 - c. Are records kept for more than a year stored in a protected, fireproof, environmentally secure storage area?
 12. Is the electronic document period established in policy?
 13. Is there an FCC, Federal, state tax or policy requirement to keep the electronic document for the established period of time?
 14. Who maintains the document filing system (by job description)?
- B. Allocation of AFC Labor
1. How many engineers, processors, management and support staff personnel are currently employed by the AFC?
 2. What is the estimated distribution of labor for each of these positions during an average week?
 - a. Working on actual coordination documents?
 - b. Working with the customer?
 - c. Working with the FCC?

- d. Working with the local advisors
- e. Developing personnel policies?
- f. Developing financial policies?
- g. Developing AFC policies?
- h. Developing training policies?
- i. Developing AFC customer service policies?
- j. Developing AFC local advisor policies?
- k. Developing AFC operational policies?
- l. Developing internal training programs?
- m. Developing external training programs?
- n. Answering phone calls?
 - Is there an electronic or manual log for recording the number of incoming calls received each day at the AFC office?
 - Is there an electronic or manual log for recording how much time is required to complete a transaction on the answer the average incoming call to the AFC office phones?
 - Are calls monitored for quality control?
 - Is long distance incoming call telephone network abuse a problem?
 - What is the AFC's policy on employee's giving out the 1-800 number to local advisors, applicants or other public employees or private individuals?
 - How is the use of the 1-800 network monitored?
- o. Making outgoing calls?
 - Is there an electronic or manual log for recording the number of outgoing calls made each day?
 - Is there an electronic or manual log for recording how much time is required to complete a transaction on the average outgoing call?
 - Are calls monitored for quality control?
 - Is outgoing long distance telephone network abuse a problem?
 - How is the use of the long distance network monitored?
- p. Which AFC employees are performing other administrative duties?
- q. Which AFC employees are performing other supervisory functions?
- r. Which AFC supervisor(s) are responsible for:

- Evaluating the quality of service being provided?
 - Evaluating the quantity of service being provided?
 - Evaluating customer satisfaction?
 - Evaluating employee performance?
 - Monitoring and managing finances?
 - Preparing budgets?
 - Conducting employee training?
 - Conducting Advisor training?
 - Attending Association meetings away from the office?
 - Conducting staff meetings?
 - Attending Association staff meetings?
 - Dictating letters?
 - Writing letters?
 - Filing?
 - Answering telephone calls?
 - Reviewing manual log of outgoing calls for employees performing service desk functions?
 - Reviewing electronic log of incoming calls for employees performing service desk functions?
 - Preparing plans?
 - Performing other administrative duties?
- s. How many man hours per week do supervisor spend implementing policy?
- AFC personnel policies?
 - AFC financial policies?
 - AFC training policies?
 - AFC customer service policies?
 - AFC local advisor policies?
 - AFC operational policies?

C. Allocation of IS labor

1. How many people are currently employed by the IS?
2. What is the estimated distribution of labor for each of these positions during an average week?
 - a. Working on AFC-related software problems?
 - b. Working with the AFC management or staff?
 - c. Working with the FCC?

- d. Working with the local advisors?
- e. Developing personnel policies?
- f. Developing financial policies?
- g. Developing IS operational policies?
- h. Developing IS training policies?
- i. Developing IS customer service policies?
- j. Developing IS local advisor policies?
- k. Developing new software applications?
- l. Performing system maintenance?
- m. Performing network maintenance?
- n. Performing hardware maintenance?
- o. Performing application maintenance?
- p. Performing system analyst work?
- q. Programming new AFC/IS applications?
- r. Developing internal training programs?
- s. Developing external is training programs?
- t. Answering phone calls?
 - Is there an electronic or manual log for recording the number of incoming calls received each day?
 - Is there an electronic or manual log for recording how much time is required to answer the average incoming calls?
 - Are calls monitored for quality control?
 - Is long distance incoming call telephone network abuse a problem?
 - What is the IS's policy on employee's giving out the 1-800 number to local advisors, applicants or other public employees or private individuals?
 - How is the use of the long distance 1-800 network monitored?
- u. Making outgoing calls?
 - Is there an electronic or manual log for recording the number of outgoing calls made each day to complete AFC business?
 - Is there an electronic or manual log for recording how much time is required to complete the average AFC related call?
 - Are calls monitored for quality control?
 - Is outgoing long distance telephone network abuse a problem?

- How is the use of the long distance network monitored?
- v. Which IS employees are performing other administrative duties?
- w. Which IS employees are performing other supervisory functions?
- x. Which IS supervisor(s) are responsible for:
 - Evaluating the quality of service being provided?
 - Evaluating the quantity of service being provided?
 - Evaluating customer satisfaction?
 - Evaluating employee performance?
 - Monitoring and managing finances?
 - Preparing budgets?
 - Conducting employee training?
 - Conducting Advisor training?
 - Attending Association meetings away from the office?
 - Conducting staff meetings?
 - Attending Association staff meetings?
 - Dictating letters?
 - Writing letters?
 - Filing?
 - Answering telephone calls?
 - Reviewing manual log of incoming calls for employees performing service desk functions?
 - Reviewing electronic log of outgoing calls for employees performing service desk functions?
 - Preparing plans?
 - Performing other administrative duties?
- y. How many man hours per week do supervisors spend implementing policy?
 - IS personnel policies?
 - IS financial policies?
 - IS operational policies?
 - IS training policies?
 - IS customer service policies?

- IS local advisor policies?
 - IS operational policies?
- D. General Cost Allocations For The AFC
1. What are the total annual personnel costs for the AFC?
 - a. What percentage of those costs are for supervisory personnel?
 - b. What percentage of those costs are for processors and/or regional processors?
 - c. What percentage of those costs are for engineers?
 - e. What percentage of those costs are for local advisors?
 - f. What percentage of those costs are for accounting personnel?
 - g. What percentage of those costs are for clerical personnel?
 - h. What percentage of those costs are for secretarial support?
 - Accounts payable?
 - Accounts billable?
 - Payroll?
 - General accounting?
 2. What is the average cost per man hour for each of the above-listed positions?
 3. Are these positions funded for base salary and benefits?
 4. What is the average estimated dollar value of the benefits paid for each position listed?
 5. Are the salary costs for each position comparable to other private sector Advisors, processors, coordinating engineers and managers?
 6. Are the position salary costs comparable to similar positions within the private sector in Florida?
 - a. What basis was used to determine "similar" positions?
 - b. Type of work?
 - c. Work tools?
 - d. Direct comparison?
 - e. Number of people supervised?
 - f. Education and experience required for the job?
 - g. Intuitive management assessment?
 - h. Are the position salary costs comparable to similar positions in the private sector in South Daytona?
 7. Has the AFC actually conducted salary surveys?
 - a. Who conducted the surveys?
 - b. Who prepared the surveys?
 - c. Who evaluated the surveys?
 8. If salary surveys were not conducted, how were employee grades and salaries established?
 - a. By the type of work?

- b. By the employee's work tools?
 - c. By direct comparison?
 - d. By the number of people supervised?
 - e. By the employee's education and experience required for the job?
 - f. Intuitive management assessment?
9. Who is responsible for reviewing the job performance of each employee listed?
10. What criteria is used to evaluate the different positions?
11. Does each job classification have a specific job description or do they all use the same job description within each classification?
12. What criteria was used to establish each of these position descriptions?
- a. Type of work?
 - b. Work tools?
 - c. Direct comparison?
 - d. Number of people supervised?
 - e. Education and experience required for the job?
 - f. Intuitive management assessment?
13. How often are these position descriptions reviewed and evaluated for accuracy?
14. Are the APCO AFC employees eligible to receive educational benefits or opportunities?
15. Who determines who is qualified for those benefits?
16. What educational benefits are offered?
17. Does the Association provide liability insurance for all of its employees?
18. Are the AFC processors and engineers reimbursed for any other costs they may incurred in performing their services?
19. How much office space is allocated to each position?
20. Is the space provided adequate for the work being performed?
21. How much, per square foot, does the space cost?
- a. Who bills AFC?
 - b. How are funds distributed?
 - c. *Are the AFC floor space rental costs equivalent to other APCO office rentals rates?*
 - d. *Are the AFC floor space rental rates equivalent to comparable office space rental costs in the South Daytona area?*
22. Do the do the staff processors and engineers pay through a funds transfer a monthly service charge to IS for computer service?
- a. If so how much per terminal?
 - b. Are those costs broken down?
 - How much is for software maintenance?
 - How much is for hardware maintenance?

- How much is for hardware rental?
 - How much is for mainframe time?
23. What other tools and equipment are required for AFC employees to perform their services?
- a. Desk?
 - Annual depreciated cost?
 - b. Office chair?
 - Annual depreciated cost?
 - c. Filing cabinets?
 - Annual depreciated cost?
 - How many?
 - d. Customer chairs?
 - Annual depreciated cost?
 - How many?
 - e. Calculator?
 - Annual depreciated cost?
 - f. Telephone?
 - Monthly phone cost?
 - How many lines?
 - Monthly line costs?
 - How much is spent by each processor or engineer for long distance service?
 - Are individual processor and engineers monthly phone bills audited?
24. Does the Association pay for travel for any of the AFC staff?
- a. Are there specific policies that govern the type of travel available for official AFC travel?
 - b. Are most AFC staff-related meetings scheduled with other APCO functions?
 - What percentage of the total number of meetings that require travel are coincidental to APCO meetings?
 - What percentage of AFC dollars spent on travel are for meetings coincidental with APCO meetings?
 - c. Are meetings scheduled so the AFC processors, engineers or other staff can arrive in town and leave as quickly as possible?
 - d. Who pays for additional days a AFC employee may choose to stay at a meetings?

- e. Does the AFC publish in advance of the meeting the expenses they will cover.
 - 25. Is there a fund established in the AFC for employee awards.
 - a. How much?
 - b. Who determines who will receive awards?
 - c. What criteria is used?
 - 26. Does the AFC Director receive regular financial reports on funds generated and spent by local Advisors?
 - 27. Does the AFC Director receive regular reports on the funds spent by other APCO functions funded by the AFC?
 - a. Does the AFC Director have any control on how those funds are spent?
- E. General Cost Allocations for the IS
- 1. What are the total annual personnel costs for the IS?
 - a. What percentage of those costs are for supervisory personnel?
 - b. What percentage of those costs are for applications programmers?
 - c. What percentage of those costs are for system programmers?
 - d. What percentage of those costs are for system analyst?
 - e. What percentage of those costs are for data entry personnel?
 - f. What percentage of those costs are for accounting personnel?
 - g. What percentage of those costs are for clerical personnel?
 - h. What percentage of those costs are for secretarial support?
 - i. What percentage of those costs are for system operators?
 - Accounts payable?
 - Accounts billable?
 - Payroll?
 - General accounting?
 - 2. What is the average cost per man hour for each of the above listed positions?
 - 3. Are these positions funded for base salary and benefits?
 - 4. What is the average estimated dollar value of the benefits paid for each position listed?
 - 5. Are the salary costs for each position comparable to other private sector frequency Advisors supervisors, programmers, analysts, system operators, clerical, data entry and secretarial personnel?
 - 6. Are the position salary costs comparable to similar positions within the private sector in Florida?
 - a. What basis was used to determining "similar" positions?
 - b. Type of work?
 - c. Work tools?

- d. Direct comparison?
 - e. Number of people supervised?
 - f. Education and experience required for the job?
 - g. Intuitive management assessment?
 - h. Are the position salary costs comparable to similar positions in the private sector in South Daytona?
7. Has IS actually conducted salary surveys?
- a. Who conducted the surveys?
 - b. Who prepared the surveys?
 - c. Who evaluated the surveys?
8. If salary surveys were not conducted, how were employee grades and salaries established?
- a. By the type of work?
 - b. By the employee's work tools?
 - c. By direct comparison?
 - d. By the number of people supervised?
 - e. By the employee's education and experience required for the job?
 - f. Intuitive management assessment?
9. Who is responsible for reviewing the job performance of each employee listed?
10. What criteria is used to evaluate the different positions?
11. Does each job classification have a specific job description or do they all use the same job description within each classification?
12. What criteria was used to establish each of these position descriptions?
- a. Type of work?
 - b. Work tools?
 - c. Direct comparison?
 - d. Number of people supervised?
 - e. Education and experience required for the job?
 - f. Intuitive management assessment?
13. How often are these position descriptions reviewed and evaluated for accuracy?
14. Are the APCO IS employees eligible to receive educational benefits or opportunities?
15. Who determines who is qualified for those benefits?"
16. What educational benefits are offered?
17. How much office space is allocated to each position within IS?
18. Is the space provided adequate for the work being performed?
19. How much, per square foot, does the IS office space cost?
- a. Who bills IS?
 - b. How are funds distributed?
 - c. *Are the IS floor space rental costs equivalent to other APCO office rentals rates?*

- d. *Are the IS floor space rental rates equivalent to comparable office space rental costs in the South Daytona area?*
20. Does IS charge a monthly service charge for all APCO computer service?
- a. Who pays a service fee?
- b. How much do they pay per terminal?
- c. Are those costs broken down?
- How much is for software maintenance?
 - How much is for hardware maintenance?
 - How much is for hardware rental?
 - How much is for mainframe time?
- d. *Are service fees, equipment rental costs, centralized processor unit charges, hardware maintenance, network maintenance and software maintenance and service fees in line with other private sector providers within the continental United States?*
- e. *Are service fees, equipment rental costs, centralized processor unit charges, hardware maintenance, network maintenance and software maintenance and service fees in line with other private sector providers within the state of Florida?*
- f. *Are service fees, equipment rental costs, centralized processor unit charges, hardware maintenance, network maintenance and software maintenance and service fees in line with other private sector providers within 100 miles of South Daytona?*
21. What other tools and equipment are required for IS employees to perform their services?
- a. Desk?
- Annual depreciated cost?
- b. Office chair?
- Annual depreciated cost?
- c. Filing cabinets?
- Annual depreciated cost?
 - How many?
- d. Customer chairs?
- Annual depreciated cost?
 - How many?
- e. Calculator?

- Annual depreciated cost?
- f. Telephone?
- Monthly phone cost?
 - How many lines?
 - Monthly line costs?
 - How much is spent by each Advisor for long distance service?
 - Are monthly phone bills audited?
22. Does the Association pay for travel for any of the IS staff?
- a. Are there specific policies that govern the type of travel available for official IS travel?
 - b. Are most IS staff related meetings scheduled with other APCO functions?
 - What percentage of the total number of meetings requiring travel are coincidental to APCO meetings?
 - What percentage of IS dollars spent on travel are for meetings coincidental with APCO meetings?
23. Is there a fund established in the IS for employee awards?
- a. How much?
 - b. Who determines who will receive awards?
 - c. What criteria is used?
24. Does the IS Director receive regular financial reports on funds generated and spent within his/her section?
25. Does the IS fund any other APCO functions?
26. Does the IS Director receive regular reports on the funds spent by other APCO functions funded by the IS?
- a. Does the IS Director have any control on how those funds are spent?

Combined Questionnaire

(March 1979)

AFC Questionnaire for Jack Woods

Appendix II

I. Inter-departmental links

- A. Does the AFC have any other AFCC's operational or operational activities?
1. Prepare a detailed list of those activities?
 2. What purpose do they fulfill?
 3. Are these activities directly or indirectly related to the primary responsibilities and methods of operation management and frequency considered?
- B. Does it make sense to fund those activities from AFC?
1. If not, why not?
 2. If so, why?
- C. What are the sources of revenue funding the AFC?
1. Prepare a list of all sources.
 2. Prepare a list of the amounts of funding obtained from each source.
 3. Describe, if known, the vulnerability of each funding source.
- D. Does the AFC fund its own salaries and benefits?
1. Does it fund any other Association salaries?
 - a. If so, what positions?
 - b. Why are these positions funded from the AFC?
 - c. What are the tangible and intangible benefits to the AFC and its members to funding part or all of these other AFCC positions?
 2. Does the AFC fund any other Association benefits proposed?
- E. Does the IS fund any other AFCC's operational or operational activities?
1. Prepare a detailed list of those activities.
- F. What are the sources of revenue of the IS?
1. Prepare a list of all sources.
 2. Prepare a list of the amounts of funding obtained from each source.
 3. Describe the vulnerability of each funding source.
 4. Describe the methods and frequency used by IS to determine charges to each of its users.
- G. Does it make sense to fund those activities from IS?
- a. If not, why not?
 - b. If so, why?
- H. Does the IS fund its own salaries and benefits?
1. Does it fund any other Association salaries?
 - a. If so, what other positions are funded by IS?
 - b. Why are they funded from IS?

Combined Questionnaires

(Revised 3/18/96)

AFC Questions For Jack Woods

- I. Inter-departmental Funding
- A. Does the AFC fund any other APCO organizational or operational activities?
1. Prepare a detailed list of those activities?
 2. What purpose do these activities serve?
 3. Are these activities directly or indirectly related to the primary responsibilities and mission of spectrum management and frequency coordination?
- B. Does it make sense to fund those activities from AFC?
1. If not, why not?
 2. If so, why?
- C. What are the sources of revenue funding the AFC?
1. Prepare a list of all sources.
 2. Prepare a list of the amount of funding obtained from each source.
 3. Describe, if known, the vulnerability of each funding source.
- D. Does the AFC fund its own salaries and benefits?
1. Does it fund any other Association salaries?
 - a. If so, what positions?
 - b. Why are these positions funded from the AFC?
 - c. What are the tangible and intangible benefits to the AFC and its customers to funding part or all of these other APCO positions?
 2. Does the AFC fund any other Association benefit programs?
- E. Does the IS fund any other APCO organizational or operational activities?
1. Prepare a detailed list of those activities.
- F. What are the sources of revenue of the IS?
1. Prepare a list of all sources.
 2. Prepare a list of the amount of funding obtained from each source.
 3. Describe the vulnerability of each funding source.
 4. Describe methods and formulas used by IS to determine charges to each of its users.
- E. Does it make sense to fund those activities from IS?
- a. If not, why not?
 - b. If so, why?
- G. Does the IS fund its own salaries and benefits?
1. Does it fund any other Association salaries?
 - a. If so what other positions are funded by IS?
 - b. Why are they funded from the IS?

- c. What are the tangible and intangible benefits to the IS and its customers to funding part or all of these other APCO positions?

II. Frequency Coordination - Local Advisor's

A. Local Advisor Costs

- 1. What are the costs associated with the Local Advisor?

III. AFC Centralized Operations

A. General Cost Allocations For The AFC

- 1. What are the total annual personnel costs for the AFC?
 - a. What percentage of those costs are for supervisory personnel?
 - b. What percentage of those costs are for processors?
 - c. What percentage of those costs are for engineers?
 - d. What percentage of those costs are for local advisors?
 - e. What percentage of those costs are for accounting personnel?
 - f. What percentage of those costs are for clerical personnel?
 - g. What percentage of those costs are for secretarial support?
 - Accounts payable?
 - Accounts billable?
 - Payroll?
 - General accounting?

- 2. How much, per square foot, does the space cost?

- a. Who bills AFC?
- b. How are funds distributed?
- c. Are the AFC floor space rental costs equivalent to other APCO office rental rates?
- d. Are the AFC floor space rental rates equivalent to comparable office space rental costs in the South Daytona area?

B. General Cost Allocations for the IS

- 1. What are the total annual personnel costs for the IS?
 - a. What percentage of those costs are for supervisory personnel?
 - b. What percentage of those costs are for applications programmers?
 - c. What percentage of those costs are for system programmers?
 - d. What percentage of those costs are for system analyst?
 - e. What percentage of those costs are for data entry personnel?

- f. What percentage of those costs are for accounting personnel?
 - g. What percentage of those costs are for clerical personnel?
 - h. What percentage of those costs are for secretarial support?
 - i. What percentage of those costs are for system operators?
 - Accounts payable?
 - Accounts billable?
 - Payroll?
 - General accounting?
2. How much, per square foot, does the IS office space cost?
- a. Who bills IS?
 - b. How are funds distributed?
 - c. Are the IS floor space rental costs equivalent to other APCO office rental rates?
 - d. Are the IS floor space rental rates equivalent to comparable office space rental costs in the South Daytona area?

Questions For Cheryl

- I. Interdepartmental Organizational relationships
 - A. Are the relationships working?
- II. Policies and procedures
 - A. Does the AFC have established policies and procedures?
 1. A complete copy should be provided to the Committee.
 - B. Do the AFC employees understand and follow AFC policies and procedures?
 - C. Are the AFC policies and procedures modified on a regular basis?
 1. How often?
 2. What input does AFC management have in making changes in the AFC policies and procedures?
 3. What input do the AFC employees have in making changes in AFC policies and procedures?
 4. What input does the Association's management have in making changes in AFC policies and procedures?
 5. What input do the local volunteer frequency advisors have in making changes to AFC policies and procedures?
 6. What input does the APCO Board of Officers have in making changes to the AFC policies and procedures?
 7. Should any of these other interested parties have input into the establishment of AFC policies and procedures?
 - a. If so, why?
 - b. If not, why not?
- III. Frequency Coordination - Local Advisor's
 - A. Work Performance
 1. What is the quality of the individual advisor's work?
 - a. How is the quality of work judged?
 - b. Who judges the quality of work?
 - c. Is the advisor given an official performance rating?
 - Who gives the rating?
 - d. How does the quality of APCO's coordination compare with other commercial advisors?
 - e. How is an assessment of quality made?
 - f. What is that comparison based on?
 - Cost?
 - Accuracy?
 - Timelessness?

- Number of coordinations processed?
 - Customer satisfaction?
2. Quantity of work
 - a. Does the Association have a way to quantify the productivity of a local advisor?
 - How does the Association determine the cost effectiveness of having a local advisor as opposed to a regional advisor or a single national frequency coordinator (advisor)?
 - c. Who makes the determination of when a local advisor is justified?
 - b. Are the formal minimum standards of production being met for a chapter to have a local advisor?
 - Are those standards complied with?
 - d. How is that determination made?
 - Number of coordinations?
 - Dollar volume?
 - Political interests?
 - Chapter size?
 - Area served?

B. Certification

1. Are APCO local advisors certified?
 - a. Who certifies the local advisor?
 - b. What standards are used in certifying an advisor?
 - Are the certification standards written?
 - How do APCO's certification standards compare with their competitors?
2. Are APCO's local advisors formally trained for certification?
 - a. Are the advisors tested for certification?
 - b. Does the Association provide ongoing training?
 - Is ongoing training required to maintain certification?
 - c. Who conducts certification training?
 - d. Where is training conducted?
 - e. Is there a specific training manual?
 - f. How often is it updated?
 - g. Are certified advisors provided copies of the training manual updates?
 - h. Is the advisor's sponsoring agency formally notified of an advisor's successful certification?
 - i. Is the advisor's sponsoring agency provided a copy of the advisor's APCO's qualification certification?

- j. Does the Association formally recognize and honor the advisor's agency for the support they give the AFC and its local advisor?

IV. AFC Centralized Operations

A. Document flow

1. Is there a document showing an established process or application flow chart for frequency coordinations that are received and acted upon within the central office of the AFC?
 - a. When was that flow chart developed?
 - b. Has the process changed since that time?
 - A copy of the flow chart should be provided the Committee.
2. Does the process flow chart include actual or project time lines?
3. Are the time lines monitored and enforced?
4. Is the document flow and its associated time lines supported by operational policies and procedures?
5. Is there an established electronic document flow within APCO AFC or IS?
 - a. Does that electronic flow clock and track document processing?
 - b. Is there a daily, weekly or monthly report generated by the electronic tracking system?
 - c. How often are the reports reviewed?
 - d. Does the electronic document tracking process include projected and actual time lines?
 - e. Are the projected and actual time lines monitored and adjusted to more accurately reflect actual processing time?
 - f. Are all advisors and processors required to meet specific standards in processing time?
6. Is the electronic document and its associated time-lines supported with operational policies and procedures?
7. How long are documents filed or stored in a paper form?
 - a. Why are documents retained that long?
 - b. Are they accessed on a regular basis?
 - How many times are they accessed each year, month, or week?
 - c. Are records kept for more than a year stored in a protected and secure storage area?
8. Is the paper document storage period established in policy?
9. Is there an FCC, Federal, state tax or policy requirement to keep the document for the established period of time?
10. Who maintains the document filing system (by job description)?
11. How long are documents filed or stored in an electronic form?
 - a. Why are documents retained that long?

- b. Are they accessed on a regular basis?
 - How many times are they accessed each year, month, or week?
- c. Are records kept for more than a year stored in a protected, fireproof, environmentally secure storage area?
- 12. Is the electronic document period established in policy?
- 13. Is there an FCC, Federal, state tax or policy requirement to keep the electronic document for the established period of time?
- 14. Who maintains the document filing system (by job description)?
- B. General Cost Allocations For The AFC
 - 1. Are the position salary costs comparable to similar positions within the private sector in Florida?
 - a. What basis was used to determine "similar" positions?
 - b. Type of work?
 - c. Work tools?
 - d. Direct comparison?
 - e. Number of people supervised?
 - f. Education and experience required for the job?
 - g. Intuitive management assessment?
 - h. Are the position salary costs comparable to similar positions in the private sector in South Daytona?
 - 2. Has the AFC actually conducted salary surveys?
 - a. Who conducted the surveys?
 - b. Who prepared the surveys?
 - c. Who evaluated the surveys?
 - 3. If salary surveys were not conducted, how were employee grades and salaries established?
 - a. By the type of work?
 - b. By the employee's work tools?
 - c. By direct comparison?
 - d. By the number of people supervised?
 - e. By the employee's education and experience required for the job?
 - f. Intuitive management assessment?

Questions For Advisors

- I. Frequency Coordination - Local Advisor's
 - A. Hardware and Software Coordination Tools
 1. What hardware and software tools are provided to the local advisor?
 2. Who provides those tools?
 3. Who is responsible for paying for the original hardware and software tools?
 4. Who is responsible for determining what tools are needed?
 5. Does the local advisor have any input into the tools selected or software selected?
 6. Who is responsible for maintaining the hardware and software tools?
 7. Is hardware and software maintenance done in a timely manner?
 8. Is hardware and software maintenance done in a cost-effective manner?
 9. Is the maintenance timely?
 10. Does the software fit the needs of the local advisor and his/her client?
 11. Is the hardware and software platform upgraded in a timely manner?
 12. How are the needs for upgrades determined?
 13. Are there written policies that govern the level of service and software maintenance a advisor can expect?
- II. Local Advisor Costs
 - A. Can the Association justify a local advisor in every chapter?
 1. If the answer is yes, what are the justifications?
 - Quality of service?
 - Quickness of services?
 - Level of training?
 - Costs?
 - Local knowledge that cannot be replaced?
 - Customer satisfaction?
 - Internal Association political pressure?
 - Other indefinable factors?
 2. If the answer is no, what are the justifications?
 - Quality of service?
 - Quickness of service?
 - Level of training?

- Costs?
- Local knowledge that cannot be replaced?
- Customer satisfaction?
 - Internal Association political pressure?
- Other less definable factors?

B. How many worker-hours does an average frequency coordination take to create an automated coordination document?

Questions For Ronnie

- I. Interdepartmental Organizational relationships
- A. Does the current organization chart correctly reflect the inter-departmental relationships?
 - B. Are the policies and procedures sufficient to support the relationships as they now exist?
 - C. Are the relationships working?
 - D. Do they make sense?

Questions For Dennis

- I. Organizational Mission
 - A. Does IS have a defined mission statement?
 - B. Does the mission statement for IS truly reflect what the IS is doing?

- II. Master Plan
 - A. Does IS have a long-term (3-5 year) master plan?
 - 1. Review plan and compare current program direction with plan.

- III. A. Does IS have a short-term (1-2 year) strategic plan?
 - 1. Review plan and compare activities with plan.

- IV. Interdepartmental Organizational relationships
 - A. Are the relationships working?

- V. Frequency Coordination - Local Advisor's
 - A. Local Advisor Costs
 - 1. How much does the Association pay per advisor for software maintenance?
 - 2. How much does the Association pay per advisor for hardware maintenance?

- VI. AFC Centralized Operations
 - A. Allocation of IS labor
 - 1. How many people are currently employed by the IS?
 - 2. What is the estimated distribution of labor for each of these positions during an average week?
 - a. Working on AFC-related software problems?
 - b. Working with the AFC management or staff?
 - c. Working with the FCC?
 - d. Working with the local advisors?
 - e. Developing personnel policies?
 - f. Developing financial policies?
 - g. Developing IS operational policies?
 - h. Developing IS training policies?
 - i. Developing IS customer service policies?
 - j. Developing IS local advisor policies?
 - k. Developing new software applications?
 - l. Performing system maintenance?
 - m. Performing network maintenance?
 - n. Performing hardware maintenance?

- o. Performing application maintenance?
- p. Performing system analyst work?
- q. Programming new AFC/IS applications?
- r. Developing internal training programs?
- s. Developing external is training programs?
- t. Which IS employees are performing other administrative duties?
- u. Which IS employees are performing other supervisory functions?
- v. Which IS supervisor(s) are responsible for:
 - Evaluating the quality of service being provided?
 - Evaluating the quantity of service being provided?
 - Evaluating customer satisfaction?
 - Evaluating employee performance?
 - Monitoring and managing finances?
 - Preparing budgets?
 - Conducting employee training?
 - Conducting advisor training?
 - Attending Association meetings away from the office?
 - Conducting staff meetings?
 - Attending Association staff meetings?
 - Dictating letters?
 - Writing letters?
 - Filing?
 - Answering telephone calls?
 - Reviewing manual log of incoming calls for employees performing service desk functions?
 - Reviewing electronic log of outgoing calls for employees performing service desk functions?
 - Preparing plans?
 - Performing other administrative duties?
- w. How many man hours per week do supervisors spend implementing policy?
 - IS personnel policies?
 - IS financial policies?
 - IS operational policies?

- IS training policies?
 - IS customer service policies?
 - IS local advisor policies?
 - IS operational policies?
- B. General Cost Allocations For The AFC
1. Do the do the staff processors and engineers pay a monthly service charge to IS for computer service through a fund transfer within APCO?
 - a. If so how much per terminal?
 - b. Are those costs broken down?
 - How much is for software maintenance?
 - How much is for hardware maintenance?
 - How much is for hardware rental?
 - How much is for mainframe time?
- C. General Cost Allocations for the IS
1. Are the position salary costs comparable to similar positions within the private sector in Florida?
 - a. What basis was used to determining "similar" positions?
 - b. Type of work?
 - c. Work tools?
 - d. Direct comparison?
 - e. Number of people supervised?
 - f. Education and experience required for the job?
 - g. Intuitive management assessment?
 - h. Are the position salary costs comparable to similar positions in the private sector in South Daytona?
 2. Has IS actually conducted salary surveys?
 - a. Who conducted the surveys?
 - b. Who prepared the surveys?
 - c. Who evaluated the surveys?
 3. If salary surveys were not conducted, how were employee grades and salaries established?
 - a. By the type of work?
 - b. By the employee's work tools?
 - c. By direct comparison?
 - d. By the number of people supervised?
 - e. By the employee's education and experience required for the job?
 - f. Intuitive management assessment?
 4. Who is responsible for reviewing the job performance of each employee listed?
 5. What criteria is used to evaluate the different positions?

6. Does each job classification have a specific job description or do they all use the same job description within each classification?
7. What criteria was used to establish each of these position descriptions?
 - a. Type of work?
 - b. Work tools?
 - c. Direct comparison?
 - d. Number of people supervised?
 - e. Education and experience required for the job?
 - f. Intuitive management assessment?
8. Does IS charge a monthly service charge for all APCO computer service?
 - a. Who pays a service fee?
 - b. How much do they pay per terminal?
 - c. Are those costs broken down?
 - How much is for software maintenance?
 - How much is for hardware maintenance?
 - How much is for hardware rental?
 - How much is for mainframe time?
 - d. Are service fees, equipment rental costs, centralized processor unit charges, hardware maintenance, network maintenance and software maintenance and service fees in line with other private sector providers within the continental United States?
 - e. Are service fees, equipment rental costs, centralized processor unit charges, hardware maintenance, network maintenance and software maintenance and service fees in line with other private sector providers within the state of Florida?
9. Do the do the staff processors and engineers pay a monthly service charge to IS for computer service through a fund transfer within APCO?
 - a. If so how much per terminal?
 - b. Are those costs broken down?
 - How much is for software maintenance?
 - How much is for hardware maintenance?
 - How much is for hardware rental?
 - How much is for mainframe time?

Questions For Ali

- I. Organizational Mission
 - A. Does the AFC have a defined mission statement?
 - B. Does the mission statement for the AFC truly reflect what the AFC is doing?

- II. Master Plan
 - A. Does the AFC have a long-term (3-5 year) master plan?
 1. Review plan and compare current program direction with plan.

- III. Strategic Plan
 - A. Does the AFC have a short-term (1-2 year) strategic plan?
 1. Review plan and compare activities with plan

- IV. Interdepartmental Organizational relationships
 - A. Are the relationships working?

- V. Frequency Coordination - Local Advisor's
 - A. Local Advisor Costs
 1. Does the Association provide Errors and Omission insurance on the local advisors?
 - a. Is the extent of the Association's liability clearly defined in the local advisor's policy manual?
 - b. Is that advisor and/or his/her agency required to formally acknowledge the extent of potential liability covered by the Association?
 2. Does the Association provide general liability insurance for the local advisors?
 - a. Is the extent of the Association's liability clearly defined in the local advisor's policy manual?
 - b. Is that advisor and/or his/her agency required to formally acknowledge the extent of potential liability the local advisor and the Association may be exposed to?
 3. Does the Association pay for advisor travel?
 - a. Does the AFC publish in advance information about the meeting and the expenses they will cover?
 4. Can the Association justify a local advisor in every chapter?
 - a. If the answer is yes, what are the justifications?
 - Quality of service?
 - Quickness of services?
 - Level of training?
 - Costs?

- Local knowledge that cannot be replaced?
- Customer satisfaction?
- Internal Association political pressure?
- Other indefinable factors?
- b. If the answer is no, what are the justifications?
 - Quality of service?
 - Quickness of service?
 - Level of training?
 - Costs?
 - Local knowledge that cannot be replaced?
 - Customer satisfaction?
 - Internal Association political pressure?
 - Other less definable factors?

VI. AFC Centralized Operations

A. Allocation of AFC Labor

1. How many engineers, processors, aids management and support staff personnel are currently employed by the AFC?
2. What is the estimated distribution of labor for each of these positions during an average week?
 - a. Working on actual coordination documents
 - b. Working with the customer
 - c. Working with the FCC
 - d. Working with the local advisors
 - e. Developing personnel policies
 - f. Developing financial policies
 - g. Developing AFC policies
 - h. Developing training policies
 - i. Developing AFC customer service policies
 - j. Developing AFC local advisor policies
 - k. Developing internal training programs
 - l. Developing external training programs
3. Which AFC employees are performing other administrative duties?
4. Which AFC employees are performing other administrative functions?

B. General Cost Allocations For The AFC

1. Who is responsible for reviewing the job performance of each employee listed?
2. Does the AFC Director receive regular reports on the funds spent by other APCO functions funded by the AFC?

- a. Does the AFC Director have any control on how those funds are spent?
3. Does the AFC Director receive regular financial reports on the funds generated and spent by the local advisors?

Appendix iii

Appendix III

1. Do you believe that the following are disadvantages? Mark the response that best fits your belief on the scale.

- A. The APGO does not represent local advisors or provide quality accreditation. ()
- B. The APGO does not represent local advisors. ()
- C. The APGO does not represent local advisors. ()
- D. The APGO does not represent local advisors. ()

2. Do you believe that the Association could do anything more of the local advisors to increase their perceived number of advantages per year?

Yes () No () Qualified Yes () Qualified No ()

Comments: _____

3. What would be the most important issues in evaluating which local advisors positions should be eliminated?

- A. Number of advisors represented and revenue generated. ()
- B. Quality of advisors. ()
- C. Satisfaction of local advisors. ()
- D. Willingness of advisors to contribute to association. ()
- E. Other: _____

4. Who would represent the advisors on which local advisors would be eliminated?

- A. The APGO Executive Council. ()
- B. The Association's General Council. ()
- C. The ADGOM Advisory Board. ()
- D. The Association's Executive Council. ()
- E. The APG Directors. ()
- F. A combination of the above. ()

If you feel it necessary to reduce the expense of local advisors, which of the following general solutions do you feel would best correct this problem?

- A. Reduce the number of local advisors through consolidation. ()

1. Do you believe APCO still needs its local advisors? Mark the response that best fits your feelings on this issue.

- A. APCO absolutely needs local advisors to provide quality coordination ()
- B. APCO needs local advisors to provide quality coordination ()
- C. APCO doesn't always need local advisors to provide quality coordination ()
- D. APCO could perform quality coordination without local advisors ()

2. Is it reasonable to assume the Association could consolidate some of the local advisor positions that process a minimum number of coordinations per year?

Yes () No () Qualified Yes () Qualified No ()

Comments _____

3. What would be the fairest criteria to use in evaluating which local advisor positions should be consolidated if any?

- A. Number of coordination processed and revenue generated each year ()
- B. Quality of coordination ()
- C. Some other yet to be defined criteria ()
- D. Willingness of multiple chapters to consolidate local advisors ()

Comments _____

4. Who would make the final decision on which local advisors should be consolidated?

- A. The APCO Board of Officers ()
- B. The Association's Executive Council ()
- C. The ADCOM Advisory Board ()
- D. The Association's Executive Director ()
- E. The AFC Director ()
- F. A combination of the above ()

5. If your feel is necessary to reduce the expense of local advisors," which of the following general solutions do you feel would best correct this problem?

- A. Reduce the number of local advisors through consolidation ()

- B. Limit the funding to attend the International Conference to airfare and hotel expenses for those days that the advisors are actually in session ()
- C. Shift some of the local advisors work to the AFC ()
- D. Eliminate all advisor training at the International Conference ()
- E. Only conduct training and funding for newly appointed local advisors to attend the International Conference ()
- F. Use professionally developed training videos in lieu of face-to-face training ()
- G. Use closed circuit video conferencing in lieu of face-to-face training at the International Conferences ()
- I. Allocate funding for attendance to the International Conference based on a pro-rated point allocation which is tied directly to the number of coordination processed each year ()

6. Did you attend the International Conference in Detroit last year?
Yes () No ()

7. Did you attend all the local advisor training sessions?
Yes () No ()

8. In your opinion, was the training experience received worth the expense the Association paid to have you there?
Yes () No ()

Comments _____

9. Is there, in your opinion, any way to reduce the approximately \$75,000.00 a year the Association allocates for this expense?

Comments _____

10. If the commission decides to go to third-party licensing, can the Association compete in an open market place?

Yes () No ()

11. If the commission decided to consolidate public safety coordination and assign the responsibility to a single coordinator could the Association compete in an open market place?

Yes () No ()

12. In order of priority, what are the 5 greatest attributes and/or advantages of the existing AFC process?

- A. _____
- B. _____
- C. _____
- D. _____
- E. _____

L. General spectrum management expenses
such as PSWAC, FLWUG etc.

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COMMENTS

INDIVIDUAL COMMENTS AND CONCERNS

NORMAN R. FELT

Assistant, AFCC Policy Committee

COMMENTS

The review of AFC operations and the complex issues and interrelationships within AFCC. The discussion of AFCC and IS is a significant issue that is the crux of many of the problems discussed by the entire committee.

I concur with the committee report identifying the problems that should be addressed within the AFC and IS operations. I have some disagreement, however, with the assignment of responsibility to correct the problems. The committee report creates a mixture of the responsibility by concerning problems to the AFC operation and management. I believe that the IS department bears more responsibility for correction of the problems that may be referred to the report.

It bears responsibility to its Laboratory, in our case AFCC, to understand the problem and the proposed results. IS should be aware of who makes support and should understand AFC's needs. Changes with FCU regulations and programs policy should be followed by IS and implemented without the need for the customer to ask for the changes. IS should be to know the expenditure of AFC's computers such as IIA and CRT. My impression of IS is that the entire operation is a computer and only reports to specific requests and then only to the minimum extent necessary to solve the immediate situation.

I find that the workload of IS is not significantly above that of the other AFCC departments. IS may be able to produce worksheets for 34 players, especially those who are involved with significant systems activities. The writing of programs, considered above, does not suggest the anxiety that the department is overworked and in need of additional personnel. A worksheet for each of these would average a week to a project and would working code would a defined number of programming hours. System development also on a regular basis may indicate that the programmer is not able to produce the required workproduct. A measure of "performance" in place of "hours worked" should be used to determine employee productivity.

Many of the problems with IS have been pointed to the report (PWR17) as resulting from the low level status of the IS department management has been with AFCC. I believe that at IS needs of expertise the IS Director should be expected to fully understand the needs and responsibilities and to be proactive with the AFC programming needs. The Director must take the initiative to become informed and involved in all aspects of the AFC process including knowledge of FCU systems. The IS department should not be reactive only to internal stimulation.

With the exception of judging some of the computer programming weakness in the IS Department, I am in general agreement with the study report.

INDIVIDUAL COMMENTS AND CONCERNS

NORMAN R. COLTRI
MEMBER, AFC Study Committee

The review of AFC operations involved complex issues and inter relationships within APCO. The association of AFC and IS is a significant issue that is the crux of many of the problems uncovered by the review committee.

I concur with the committee report identifying the problems that should be addressed within the AFC and IS operations. I have some disagreement, however, with the assignment of responsibility to correct the problems. The committee report centers a majority of the responsibility for correcting problems to the AFC operation and management. I believe that the IS operation bears more responsibility for correction of the problems than may be indicated in the report.

IS has a responsibility to its customers, in this case AFC, to understand the product and the customer needs. IS should be proactive with software support and should understand AFC's mission. Changes with FCC regulations and assignment policy should be followed by IS and implemented without the need for the customer to ask for the changes. IS also needs to know the capabilities of APCO's competitors such as ITA and CET. My impression of IS is that the entire operation operates in a vacuum and only responds to specific requests, and then only to the minimum extent necessary to solve the immediate situation.

I find that the workload of IS is not significantly above that of the other APCO departments. IS was unable to produce workplans for employees, specifically those who are involved with significant overtime activities. The working of overtime, considered alone, does not support the concept that the department is overworked and in need of additional personnel. A workplan for each employee would assign a timetable to a project and expect working code within a defined number of programming hours. Excess development time on a continual basis may indicate that the programmer is not able to produce the required workproduct. A measure of "performance" in place of "hours worked" should be used to determine employee productivity.

Many of the deficiencies with IS have been excused in the report (WR27) as resulting from the limited amount of time the IS department management has been with APCO. I believe that at 19 months of employment the IS Director should be expected to fully understand his role and responsibilities and to be proactive with the AFC programming needs. The Director must take the initiative to become informed and involved in all aspects of the AFC process including knowledge of FCC matters. The IS department should not be reactive only to internal stimulation.

With the exception of assigning more of the computer programming weakness to the IS Department, I am in general agreement with the study report.

