IOWA™
Homeland Security and Emergency Management

ANNUAL REPORT SFY 2025

STATE OF IOWA
911 PROGRAM

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911 Program & Public Safety Technology

Introduction

The Iowa Department of Homeland Security and Emergency Management (HSEM) is pleased to present this 911 annual report to the Iowa General Assembly, fulfilling HSEM'S commitment under Iowa Code § 34A.7A (3) (a). This report outlines the status of Iowa's 911 system's operational strength, the state's ongoing transition to Next Generation 911 (NG911), an accounting of wireless surcharge receipts, revenue, and expenditures, and an overview of the future of 911 and public safety technology in Iowa.

Modernizing Public Safety

Iowa's 911 system is rapidly evolving to meet the demands of modern communication. There are 111 Public Safety Answering Points (PSAPs) serving 99 counties, which handled a total of 1,171,814 emergency incidents during SFY 2025. Wireless 911 calls remain the primary public safety lifeline, accounting for 1,022,617 calls, alongside 71,622 wireline calls, 77,768 Voice Over Internet Protocol (VoIP) calls, and 8,429 text messages.

In 2011, Iowa converted its infrastructure to the Emergency Services IP Network (ESInet), marking the state's transition to NG911. The 911 Program in Iowa is now advancing toward full compliance with the National Emergency Number Association (NENA) i3 standard, an American National Standards Institute (ANSI)-accredited industry benchmark. This is a multi-phase initiative designed to ensure Iowa's 911 system can seamlessly handle new technologies, including multimedia messaging and enhanced location data.

Strategic Consolidation: Building a Resilient Network

Iowa Acts 2018, House File 2254, directed HSEM to implement a plan for virtual consolidation. The focus has been on merging legacy wireline and modern Internet Protocol (IP)-based networks to create a single, highly resilient system.

Key Consolidation Achievements

- Completing the Wireline Migration: In 2023, the Department successfully migrated all wireline calls to the NG911 network. This significant project, executed in collaboration with multiple vendors, provided enhanced resiliency and enabled seamless, automatic rerouting of wireline calls statewide in the event of a PSAP outage.

- Shared Services Program Growth: The shared services initiative is driving efficiency and cost savings. This program allows multiple PSAPs to utilize shared call processing equipment (CPE), logging recorders, mapping, and dispatch components, reducing the need for expensive, redundant local hardware. Participation has grown from 78 to 84 PSAPs over the past year (Attachment 1), and no PSAP has elected to withdraw since joining the program.
- Innovation in the Call Center: Shared services now includes an exciting optional integration for various AI companies to assist with administrative calls, quality control, and translation services. This new offering, protected by a firewall, represents a significant step toward easing the burden on telecommunicators.

The Road to Full i3 Call Delivery

The next critical step toward a fully i3 system is modernizing how wireline carriers connect to the state 911 network. This process will include:

1. Decommissioning Legacy Routers: Removing the aging Lumen (formerly CenturyLink) selective routers from the call flow.
2. Implementing Session Initiation Protocol (SIP) Routers: Establishing new SIP devices at Iowa Communications Network (ICN) entry points to serve as the gateway to the State's 911 network.
3. NENA i3 Call Delivery: Upgrading the system to embed Automatic Location Information (ALI) directly into the SIP header of the call, eliminating the need for additional equipment at each PSAP and improving response times.

NG911 Operational Progress & Strategic Upgrades

Network Backbone and New Logic Centers

The State 911 system is built on an ESInet utilizing the ICN fiber network, connecting all 111 PSAPs. The network's intelligence resides in two redundant Call Logic Centers (CLCs), managed by Comtech.

In a strategic move to ensure long-term stability and national connectivity, HSEM is relocating both CLCs:

- The West Des Moines CLC will relocate to Raleigh, North Carolina, with an expected go-live in Summer 2026.

- The Davenport CLC will relocate to Council Bluffs, Iowa, following the Raleigh move.

This approach ensures the 911 Program in Iowa benefits from a national CLC with pre-existing carrier traffic, while maintaining a critical in-state presence insulated from large national outages.

Next-Generation Capabilities

Ongoing software and programming upgrades are positioning Iowa to leverage emerging public safety technologies:

- Multimedia Messaging: While awaiting full carrier support for Multimedia Messaging Services (MMS), statewide upgrades are paving the way for the eventual integration of real-time text, video, and pictures to 911. Some PSAPs are already exploring over-the-top vendor capabilities in this space.
- Satellite 911: Iowa is well positioned to leverage the new 911 via satellite technology implemented by device manufacturers and cellular providers. This feature allows citizens in remote areas without traditional cellular service to contact 911, utilizing Text-to-911 technology already deployed at Iowa's PSAPs.
- Interstate Collaboration: Iowa remains a national leader, maintaining interconnected ESInets with Illinois, Minnesota, Missouri, Nebraska, and South Dakota to facilitate seamless cross-border call transfers.

Coordination, Outreach, & Training

National and Regional Coordination

The 911 Program in Iowa actively collaborates with national 911 organizations, such as the National 911 Program (housed under the U.S. Department of Transportation), and professional bodies, such as NENA and the National Association of State 911 Administrators (NASNA). This involvement is crucial for ensuring the state's system is fully compliant and modern, primarily by guiding the transition to NG911.

Through this collaboration, the 911 Program adopts national standards and best practices, secures federal grant funding (often in coordination with the National Telecommunications and Information Administration), and addresses complex issues such as interoperability and cybersecurity to develop a seamless, resilient, and IP-based emergency communications network.

During SFY 2025, the 911 Program Manager also presented on a panel with many regional peers to discuss the Next Generation 911 Transition at the C3 Technology Summit in Sioux Falls, South Dakota, hosted by SDN Communications. This is an annual event focusing on the future of broadband and middle-mile networks.

HSEM 911 Program Manager Blake DeRouchey speaks at PSAP Leadership Training

911 Leadership Training

The 911 system in Iowa is complex. To support effective oversight, a comprehensive 911 Leadership Training course was developed, offering PSAP leaders a thorough overview of the 911 Program in Iowa. In SFY 2025, the class was held in November

2024. The training is also available to PSAPs through pre-recorded videos for those unable to attend in person. Attendees will gain a better understanding of 911 in Iowa. The training may include:

- A brief history and an overview of the 911 system in Iowa.
- A review of the laws and rules governing the 911 system.
- A review of the administrative forms and program requirements, including a review of funding sources, such as grants and surcharges.

National 911 Month Outreach

911 is a crucial lifeline for Iowans to reach first responders. HSEM celebrates National 911 Month each April through collaboration with PSAPs and by posting direct messages on its social media and website.

During the month, HSEM shared information about when to call 911 and how the process works. During the week of April 13-19, telecommunications personnel were highlighted on HSEM social media pages for National Telecommunicators Week. Telecommunicators shared what being part of the 911 system in Iowa means to them, why they chose their jobs, and what they want the public to know. The campaign was well received, with Facebook posts that week viewed by about 40,000 people and shared by 59 accounts.

National Telecommunicators Week social media campaign post

Public outreach is crucial for supporting and promoting the public side of 911 because it demystifies the system and makes residents more effective partners in emergency response. By clearly communicating when to call 911 for emergencies versus non-emergency lines, and how the process works, the public can reduce misdirected calls and save valuable seconds for those needing help. Highlighting telecommunicators also humanizes the voice on the other end, building public trust and appreciation for their demanding work. This understanding encourages responsible 911 use, fosters a more informed public, and ensures the system remains a reliable and efficient lifeline.

Policy, Security, & Geospatial Foundation

Securing the Network with New Federal Policy

The Federal Communications Commission (FCC) unanimously adopted Report and Order (R&O) 24-78 in July 2024, focused on facilitating implementation of Next Generation 911 Services. This R&O represents a major policy advancement, setting a national default that explicitly gives state 911 authorities the power to:

- Determine in-state points of entry into the 911 network.
- Mandate that Originating Service Providers (OSPs) bear the cost of delivering their networks to those entry points.

This national standard strongly supports Iowa's ongoing effort to implement SIP router ingress and decommission legacy selective routers.

Cybersecurity and Redundancy

Cybersecurity is a critical component of the state’s NG911 strategy. HSEM worked closely with the Iowa Department of Management, Division of Information Technology (DOM DoIT) and private-sector vendors to ensure the latest provisions are in place.

- Enhanced Monitoring: Through the shared services partnership with Zetron, SecuLore Overwatch has deployed devices to enhance cyber monitoring and reporting, protecting critical PSAP host devices.
- Network Resilience: The system is engineered for maximum redundancy, including:
    - Two geographically diverse Comtech data centers.
    - Two geographically diverse Zetron hosts in separate data centers.

- Policy Routing: Automatic, seamless re-routing of calls (local, regional, and state levels) if any PSAP cannot answer.
- FirstNet Backhaul: Almost three-quarters of Iowa PSAPs enjoy disparate ESInet pathways through FirstNet, the National Public Safety Broadband Network, ensuring connectivity even during a major ICN outage.

Geospatial Routing: The Data Foundation

Next Generation 911 relies critically on Geographic Information System (GIS) data. This data is the foundation for location validation and Emergency Call Routing Function (ECRF), which uses a caller's exact location to dynamically route the call—a significant improvement over outdated predetermined routing.

- Local Grant Support: For SFY 2025, HSEM awarded $1,281,000 to local PSAPs to support the creation, improvement, and maintenance of their NG911 GIS information.
- Performance Benchmarks: HSEM maintain strict end-state benchmarks for PSAPs, including 98% overall GIS accuracy and at least monthly data updates.
- Location-Based Routing: In January 2024, the FCC implemented R&O 24-4A1, which now requires carriers to use location-based routing based on the physical handset, aligning with our NG911 capabilities.

Financial Stewardship: Surcharge Receipts & Distribution

Funding Overview

The 911 system is funded by a $1 monthly surcharge on both wireline and wireless services.

911 System Funding		
Surcharge Source	**Total Revenue (12 months ending Sept. 30, 2025)**	**YOY Change**
Wireless Surcharge	$32,689,127	+$912,682 (Increase)
Wireline Surcharge	$7,989,390	-$763,255 (Decrease)
Prepaid Wireless Surcharge	$2,399,776	-$34,793 (Decrease)
Total	**$43,078,293**	

The continued decline in wireline surcharges and the rise in wireless usage underscore the importance of NG911 infrastructure, which is primarily supported by wireless surcharges.

Wireless Surcharge Distribution

The collected wireless surcharges are distributed in accordance with state law (Iowa Code § 34A.7A(2)).

- **Program Administration (HSEM)**: $300,000.
- **Local PSAPs**: $20,518,329 (60% of total funds), distributed to 111 PSAPs for equipment implementation and maintenance.
- **Wireless Carrier Repayment**: $441,236 (10% of funds). *Note: HSEM was recently notified that no carriers would be submitting invoices for repayment going forward.*
- **NG911 Network and Equipment**: $11,952,024 for network maintenance, upgrades, call processing equipment, transport, and local GIS grants.
- **Public Awareness/Education**: $96,103.78 of the allowable $100,000, covering training, a 911 call simulator, and educational materials.

Addressing Programmatic Shortfall

A new provision stemming from the 2025 Iowa Acts SF 659 allows HSEM to invoice counties for 911 services to address programmatic shortfalls. Due to programmatic expenditures outpacing revenue for a number of years, HSEM was short $309,335.42 during the first quarter of fiscal year 2026. This amount was invoiced to counties in aggregate to ensure the long-term sustainability and operational integrity of the state 911 system. The 911 Program will continue to provide estimates and communicate continued programmatic shortfalls to local 911 authorities as long as Iowa Code 34A.12 is in effect or as long as shortfalls are identified.

Conclusion

The 911 system is Iowa's critical public safety lifeline, and it must keep pace with rapid technological advances. Iowans expect a system that is not only reliable but capable of utilizing the same technologies they use every day.

Continued work in virtual consolidation, strategic CLC relocation, and adherence to the NENA i3 standard ensures a modern platform that can receive calls, route them accurately via geospatial technology, and visualize the caller's environment.

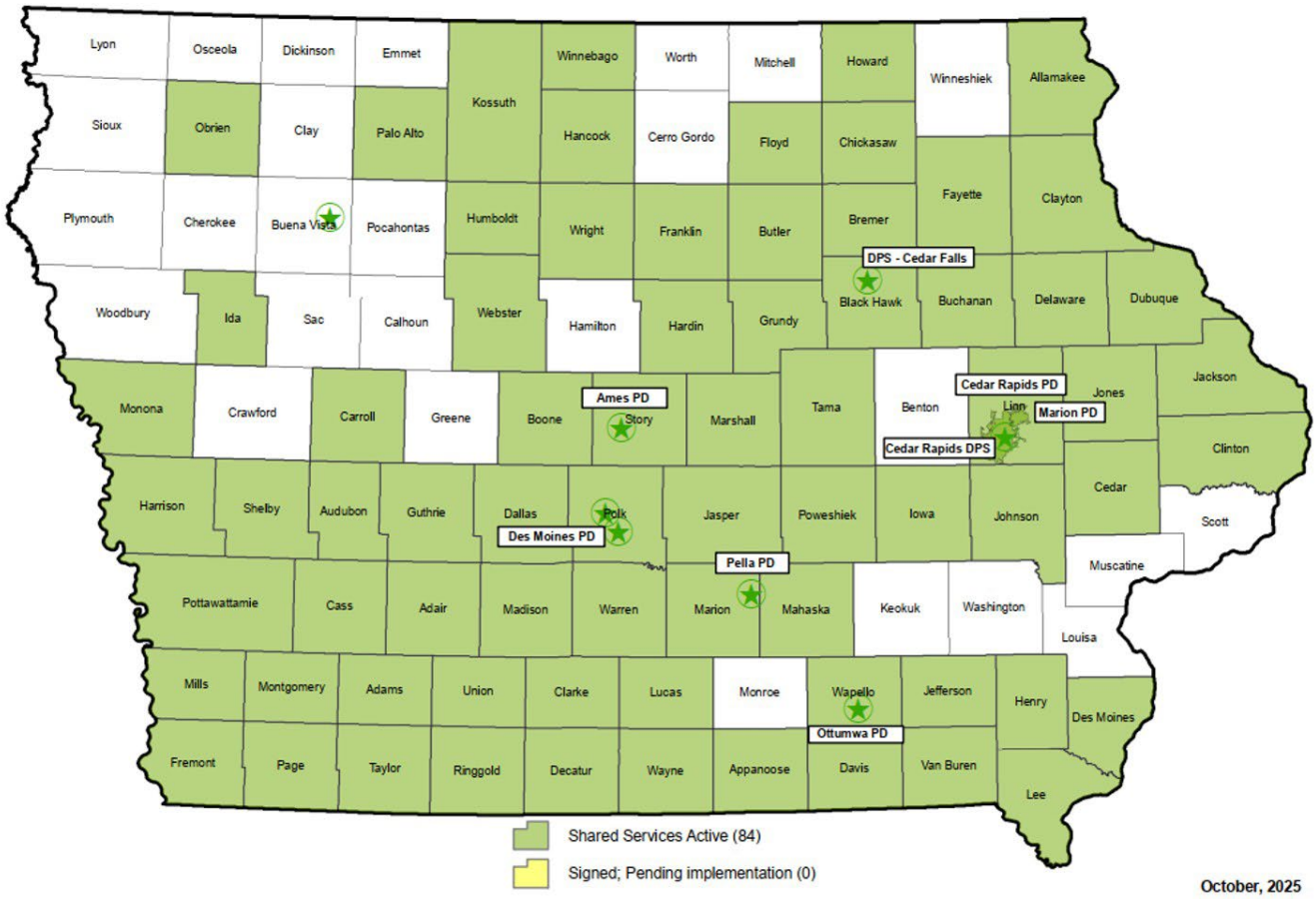
HSEM remains committed to:

- Completing the full i3 transition.
- Advocating for enhanced caller location data and improved call routing.
- Enabling the receipt of photos and videos from citizens who contact 911.

The 911 Program will continue to work collaboratively with the Iowa 911 Communications Council, ICN, FirstNet, and local service boards to maintain this standard of excellence and enhance 911 services for every resident.

For more information about Iowa's 911 program, visit: homelandsecurity.iowa.gov.

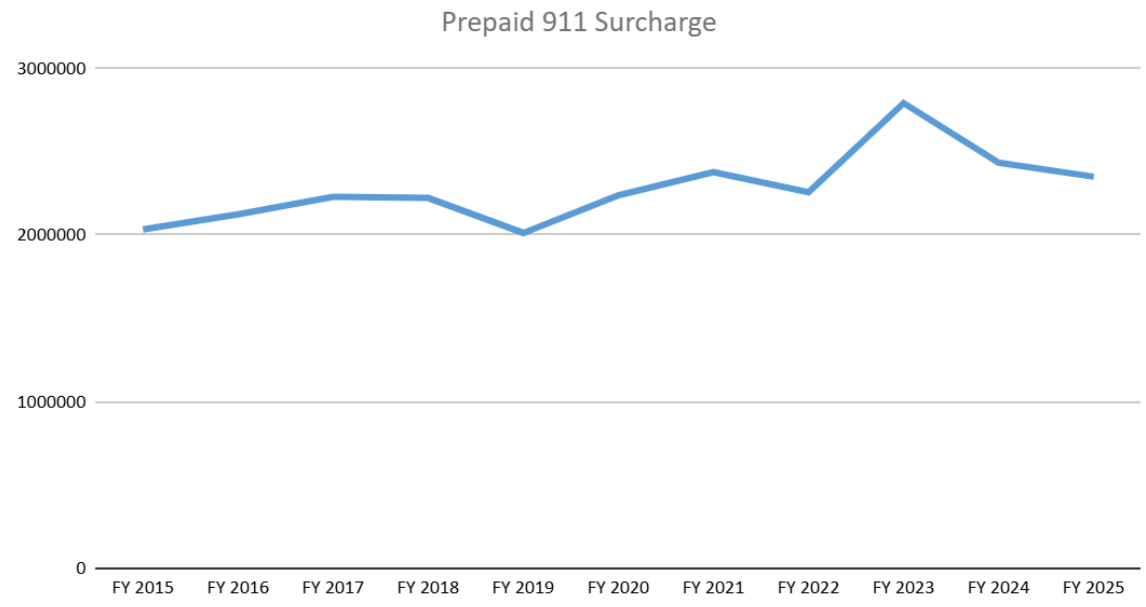
Attachment 1 – Iowa's Shared Services Status



Attachment 2A – Total Surcharge 2015-2025

Prepaid 911 Surcharge

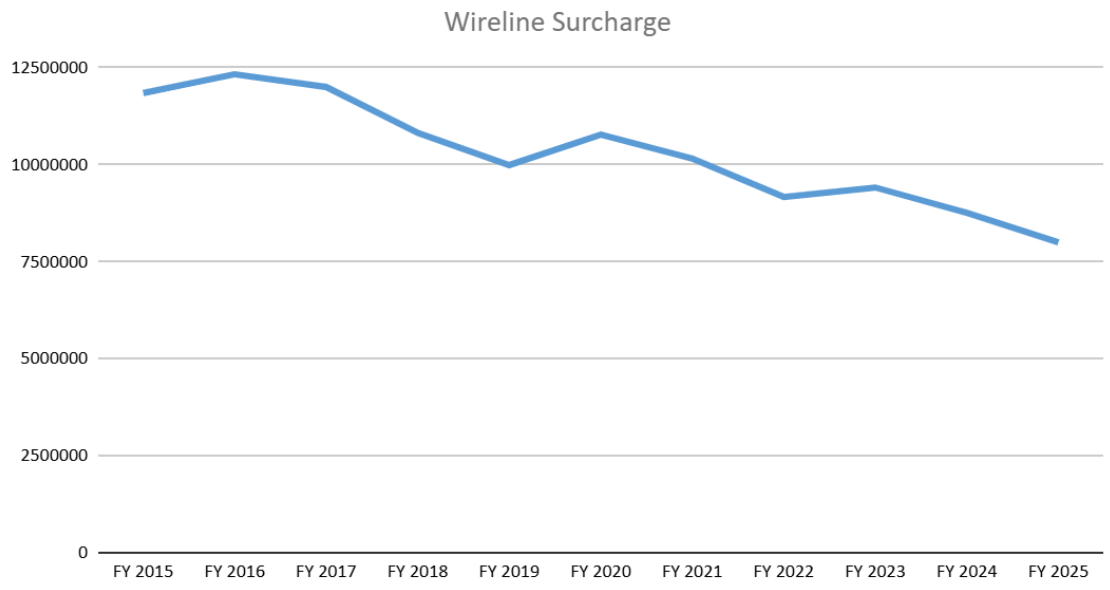
FY 2015	$2,033,581.00
FY 2016	$2,124,959.00
FY 2017	$2,229,785.00
FY 2018	$2,222,994.00
FY 2019	$2,013,303.00
FY 2020	$2,238,344.00
FY 2021	$2,378,050.00
FY 2022	$2,257,979.00
FY 2023	$2,791,972.00
FY 2024	$2,434,569.27
FY 2025	$2,350,762.90



Attachment 2B – Total Surcharge 2015-2025

Wireline Surcharge

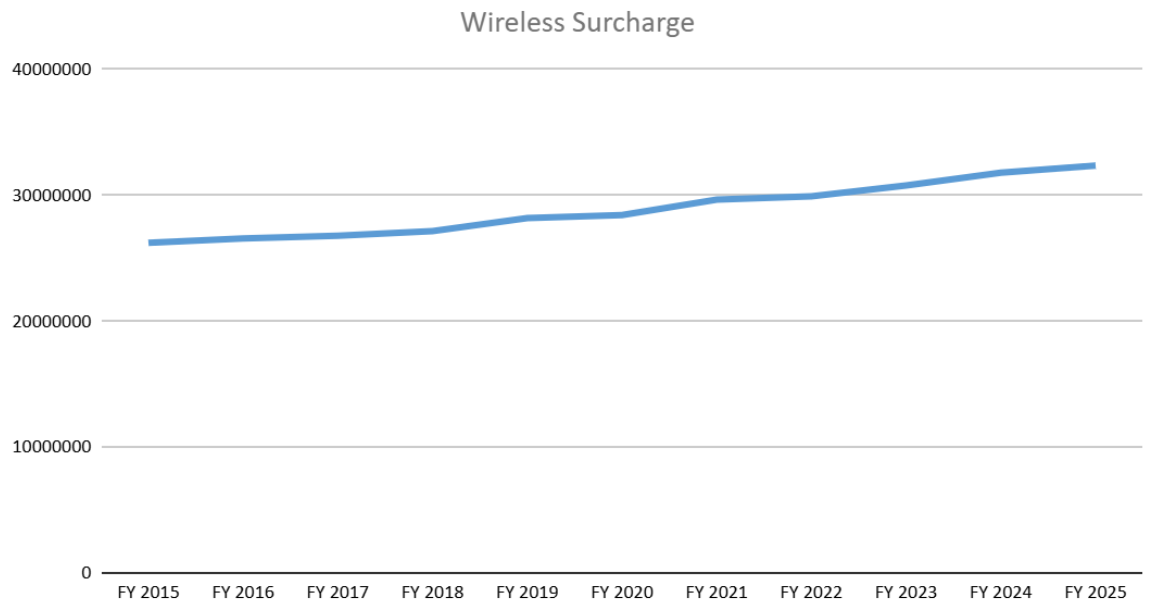
FY 2015	$11,834,577.00
FY 2016	$12,316,005.00
FY 2017	$11,993,482.00
FY 2018	$10,809,437.00
FY 2019	$9,980,018.00
FY 2020	$10,762,875.00
FY 2021	$10,147,733.00
FY 2022	$9,158,988.00
FY 2023	$9,402,011.00
FY 2024	$8,752,615.00
FY 2025	$7,989,390.00



Attachment 2C – Total Surcharge 2015-2025

Wireless Surcharge

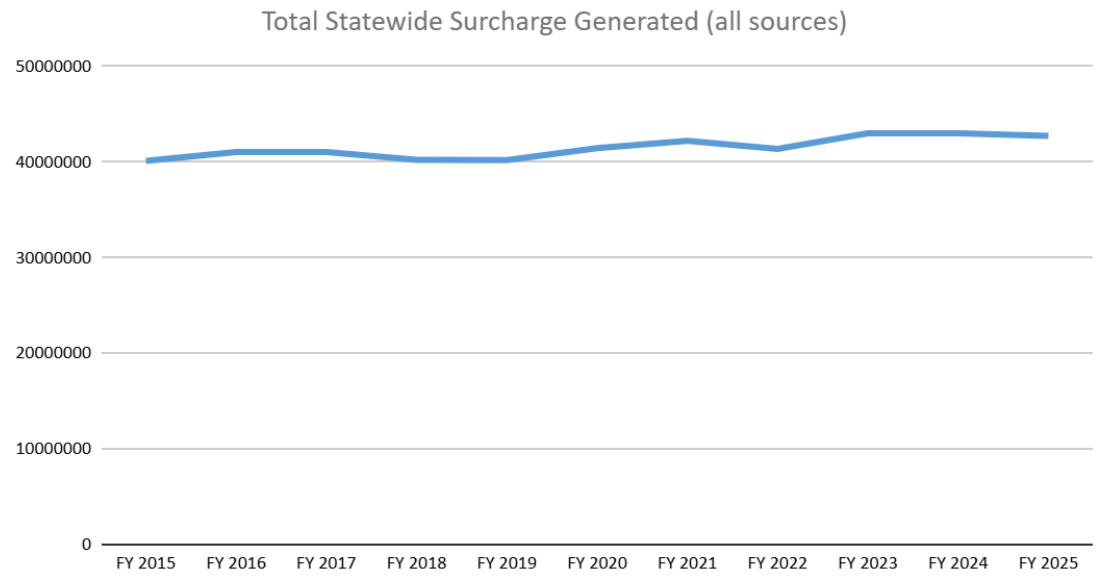
FY 2015	$26,204,982.94
FY 2016	$26,561,070.72
FY 2017	$26,778,982.75
FY 2018	$27,146,110.00
FY 2019	$28,180,296.00
FY 2020	$28,419,280.00
FY 2021	$29,648,093.00
FY 2022	$29,906,237.25
FY 2023	$30,774,868.08
FY 2024	$31,776,444.94
FY 2025	$32,342,028.27



Attachment 2D – Total Surcharge 2015-2025

Total Statewide Surcharge Generated (all sources)

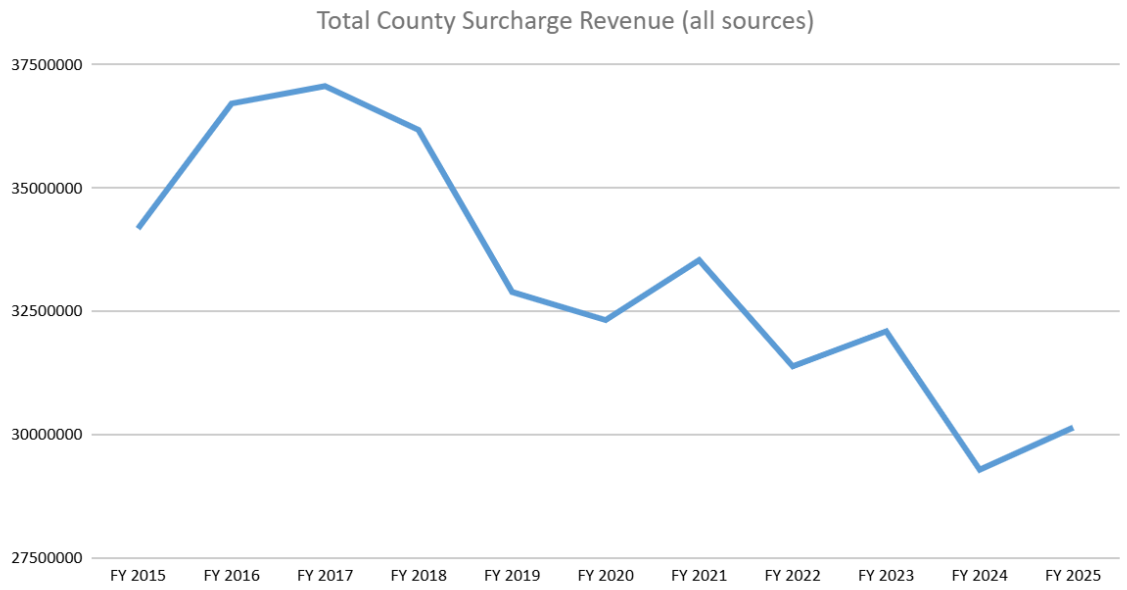
FY 2015	$40,073,140.94
FY 2016	$41,002,034.72
FY 2017	$41,002,249.75
FY 2018	$40,178,541.00
FY 2019	$40,173,617.00
FY 2020	$41,420,499.00
FY 2021	$42,173,876.00
FY 2022	$41,323,204.25
FY 2023	$42,968,851.08
FY 2024	$42,963,629.21
FY 2025	$42,682,181.17



Attachment 2E – Total Surcharge 2015-2025

Total County Surcharge Revenue (all sources)

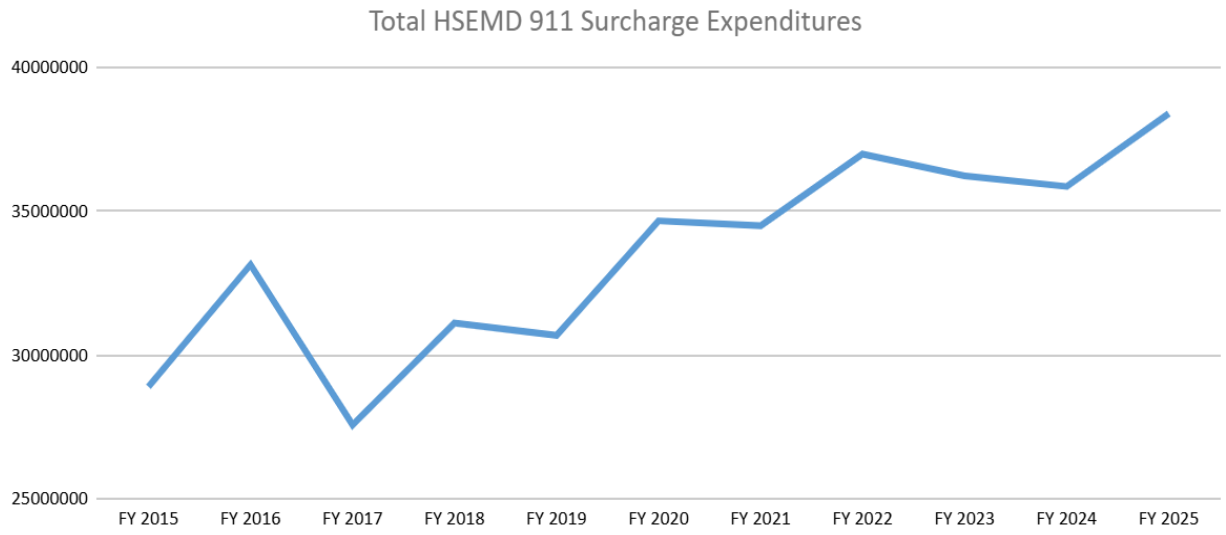
FY 2015	$34,173,403.62
FY 2016	$36,711,136.98
FY 2017	$37,064,808.78
FY 2018	$36,177,497.58
FY 2019	$32,888,800.64
FY 2020	$32,318,847.67
FY 2021	$33,531,965.22
FY 2022	$31,379,112.10
FY 2023	$32,089,617.02
FY 2024	$29,279,223.50
FY 2025	$30,136,837.61



Attachment 2F – Total Surcharge 2015-2025

Total HSEM 911 Surcharge Expenditures

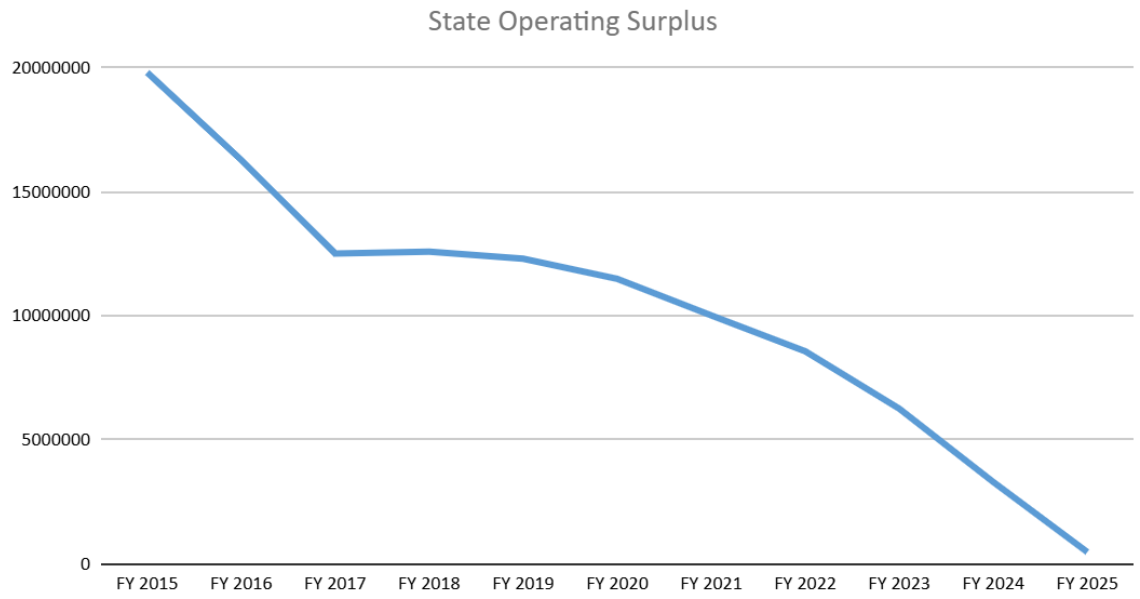
FY 2015	$28,885,866.73
FY 2016	$33,123,429.73
FY 2017	$27,561,280.39
FY 2018	$31,100,246.38
FY 2019	$30,669,762.36
FY 2020	$34,648,637.08
FY 2021	$34,480,881.69
FY 2022	$36,966,935.39
FY 2023	$36,212,484.13
FY 2024	$35,842,602.13
FY 2025	$38,372,787.89



Attachment 2G – Total Surcharge 2015-2025

State Operating Surplus

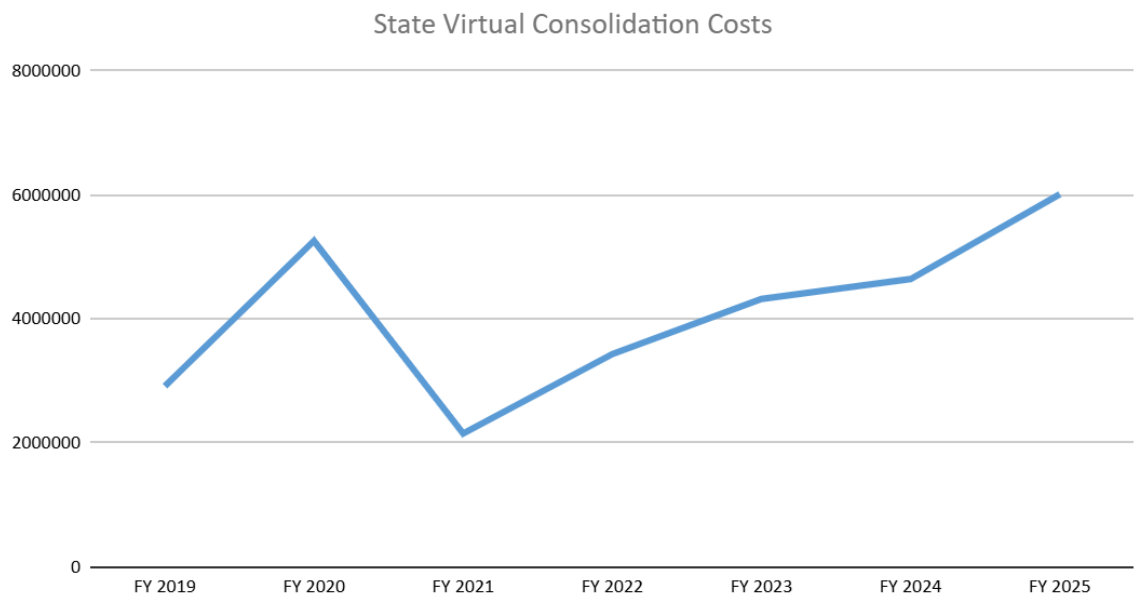
FY 2015	$19,798,811.21
FY 2016	$16,276,029.90
FY 2017	$12,510,131.52
FY 2018	$12,584,027.82
FY 2019	$12,301,221.72
FY 2020	$11,487,599.52
FY 2021	$10,016,209.56
FY 2022	$8,564,671.63
FY 2023	$6,265,492.85
FY 2024	$3,305,075.04
FY 2025	$483,886.63



Attachment 2H – Total Surcharge 2015-2025

State Virtual Consolidation Costs

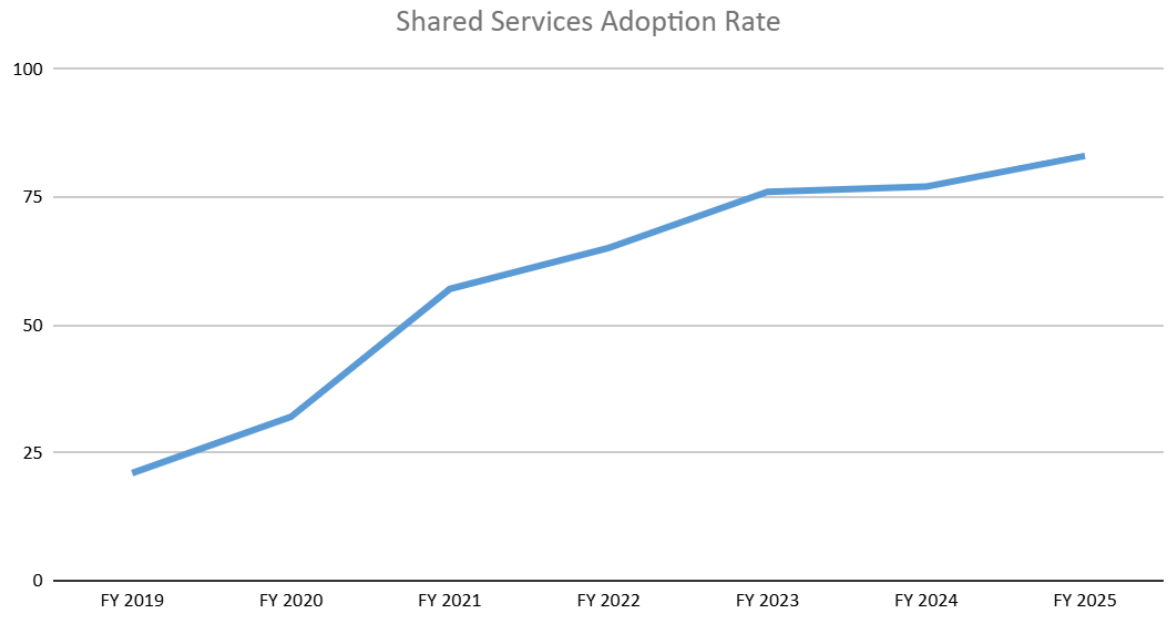
FY 2019	$2,913,933.97
FY 2020	$5,255,964.30
FY 2021	$2,151,448.54
FY 2022	$3,431,669.55
FY 2023	$4,320,295.07
FY 2024	$4,640,161.66
FY 2025	$6,004,231.14



Attachment 2I – Total Surcharge 2015-2025

Shared Services Adoption Rate

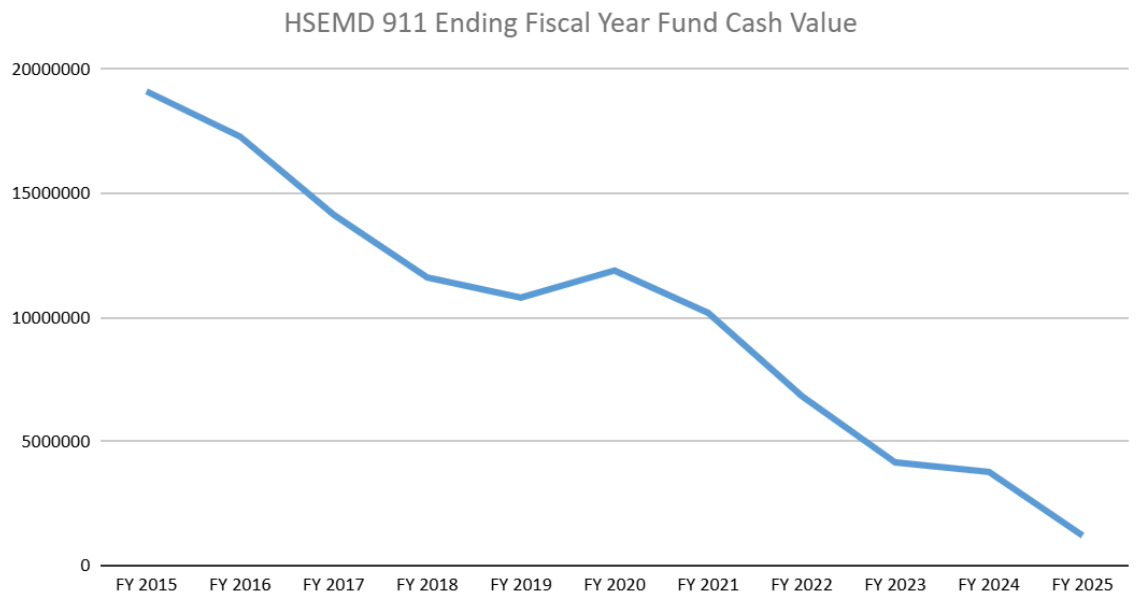
FY 2019	21
FY 2020	32
FY 2021	57
FY 2022	65
FY 2023	76
FY 2024	77
FY 2025	83



Attachment 2J – Total Surcharge 2015-2025

HSEM 911 Fund Cash Value

FY 2015	$19,105,078.21
FY 2016	$17,277,320.26
FY 2017	$14,127,747.95
FY 2018	$11,600,362.71
FY 2019	$10,787,952.84
FY 2020	$11,883,994.32
FY 2021	$10,177,442.55
FY 2022	$6,823,589.84
FY 2023	$4,146,513.65
FY 2024	$3,765,549.09
FY 2025	$1,200,882.48



Attachment 3 – Revenues & Expenditures

Revenues by FY Quarter					
	Q2 2025	**Q3 2025**	**Q4 2025**	**Q1 2026**	**Totals**
Surcharge Funds Received	$ 8,724,550.26	$ 8,831,797.87	$ 8,723,281.07	$ 8,809,273.91	$ 35,088,903.11
Interest	$ 57,599.06	$ 46,646.27	$ 42,714.99	$ 30,866.36	$ 177,826.68
Total Revenues	**$ 8,782,149.32**	**$ 8,878,444.14**	**$ 8,765,996.06**	**$ 8,840,140.27**	**$ 35,266,729.79**
Expenditures					
HSEM Administration	*	*	*	$ 57,169.39	$ 57,169.39
Wireless Service Providers-cost recovery for wireless Phase 1 services	$ 143,390.12	$ 140,148.03	$ 118,230.05	$ 39,468.02	$ 441,236.22
Network Costs (includes NGCS contract, transport, GIS contract, GIS grants)	$ 3,112,460.84	$ 3,293,209.53	$ 3,478,191.59	$ 3,202,099.44	$ 13,085,961.40
PSAP Distribution (60% of surcharge revenue)	$ 5,234,730.16	$ 5,299,078.72	$ 5,233,968.64	$ 5,285,564.35	$ 21,053,341.87
Subtotal Expenditures	$ 8,490,581.12	$ 8,732,436.28	$ 8,830,390.28	$ 8,584,301.20	$ 34,637,708.88
Additional to Operating Surplus	$ 291,568.20	$ 146,007.86	$ (64,394.22)	$ 255,839.07	**$ 629,020.91**
5.89% Retained through 34A.12	$ -	$ -	$ -	$ 309,335.42	**$ 309,335.42**
Operating Surplus					
Existing Surplus Amount	$ 3,344,817.90	$ 2,827,221.35	$ 2,102,265.36	$ 66,216.21	
Surplus Revenues	$ 291,568.20	$ 146,007.86	$ (64,394.22)	$ 565,174.49	$ 938,356.33
Surplus Subtotal	$ 3,636,386.10	$ 2,973,229.21	$ 2,037,871.14	$ 631,390.70	
Surplus Expenses					
Council Travel, Public Education, PSAP Supervisor Training	$ 11,574.48	$ 18,750.50	$ 65,346.80	$ 19,538.00	$ 115,209.78
Network Enhancements/PSAP moves		$ 25,783.47	$ 462,027.25	$ 461,935.71	$ 949,746.43
Virtual Consolidation	$ 797,590.27	$ 826,429.88	$ 1,026,610.46	$ 83,700.78	$ 2,734,331.39
Surplus Paid out			$ -		
Remaining in Surplus/Total Fund	$ 2,827,221.35	$ 2,102,265.36	$ 483,886.63	$ 66,216.21	

Beginning balance after paying all of the expenses, and before any invoice funds were received

* Full annual allocation of $300,000 was provided to HSEM in Q1, 2025

Glossary of Terms

ALI: Automatic Location Information

ANSI: American National Standards Institute

CLC: Call Logic Center

CPE: Call Processing Equipment

ECRF: Emergency Call Routing Function

ESInet: Emergency Services IP Network

GIS: Geographical Information System

HSEM: Iowa Department of Homeland Security and Emergency Management

ICN: Iowa Communications Network

IP: Internet Protocol

MMS: Multimedia Messaging Services

NASNA: National Association of State 911 Administrators

NENA: National Emergency Number Association

NG: Next Generation

PSAP: Public Safety Answering Point

SFY: State Fiscal Year

SIP: Session Initiation Protocol

VoIP: Voice Over Internet Protocol