

MINUTES

INDEPENDENT PANEL REVIEWING THE IMPACT OF HURRICANE KATRINA ON COMMUNICATIONS NETWORKS

DATE OF MEETING: Tuesday, April 18, 2006 (Third Meeting)

LOCATION: Commission Meeting Room (TW-C305), Federal Communications Commission, 445 12th Street, SW, Washington, DC.

PANEL MEMBERS PRESENT: Nancy Victory (Chair), Carson Agnew, Michael Anderson, Lt. Col. Joseph Booth, Captain Timothy Cannon, Steve Davis, Robert G. Dawson, Stephen A. Dean, Steve Delahousey, Martin D. Hadfield, Jim O. Jacot, Tony Kent, Kelly Kirwan, Jonathan D. Linkous, Adora Obi Nweze, Billy Pitts, John Thomas, Marion Scott, Kay Sears, Edwin D. Smith, William L. Smith, Sandy Wilson, and Patrick Yoes.

Sheriff Kevin Beary, Greg Bicket, Dave Flessas, Eduardo Pena, Major Michael Sauter and Sheriff Edmund "Ted" Sexton did not attend the meeting. Captain Cannon attended the meeting on behalf of the Orange County, Florida Sheriff's Office in lieu of Sheriff Beary. Sandy Wilson attended the meeting on behalf of Cox Communications in lieu of Mr. Bicket. John Thomas attended the meeting on behalf of Sprint in lieu of Mr. Flessas.

ALSO PRESENT (in order of appearance): Captain Thomas Wetherald, Dr. David G. Boyd, Harold Joyner, Teresa Owens, John Stogoski, David Barron and John Lawson.

FCC PERSONNEL PRESENT: Commissioner Michael Copps, Commissioner Jonathan Adelstein, Lisa Fowlkes (Designated Federal Officer), Jean Ann Collins (Alternate Federal Designated Officer). Staff from the Offices of Commissioners Copps and Adelstein also attended the meeting. In addition, staff from the FCC's Office of Homeland Security attended the meeting.

MEMBERS OF THE PUBLIC PRESENT: There were an estimated total of 50 members of the public present at the meeting. No member of the public addressed the Panel.

DOCUMENTS DISTRIBUTED TO PANELISTS AT MEETING: See Appendix 1.

PURPOSE: The purpose of the meeting was to continue study of the impact of Hurricane Katrina on the communications infrastructure by hearing from two panels of experts, viewing a demonstration of a new emergency alerting system and hearing updates from the informal working groups about their work to date.

CALL OF MEETING TO ORDER AND OPENING REMARKS

Nancy J. Victory called the meeting to order at 9:06 a.m. in the Commission Meeting Room. She explained that the meeting would comprise three parts. First, the Panel will hear two panels of speakers in the morning with follow-up questions and answers from Panel members. Second, the Panel will view a demonstration of a new emergency alerting system by public broadcasters. Third, the Panel's informal working groups will present draft recommendations for Panel feedback.

OPENING REMARKS

Commissioner Copps

Commissioner Copps thanked Ms. Victory and the Panel for devoting talents, energy and resources in assisting with this important priority. Commissioner Copps stated nothing takes priority over public safety and our homeland security obligations. He noted that there were forty-three days remaining for the Panel to learn the lessons of what went wrong during last year's hurricane and to devise and begin to implement remedies. Commissioner Copps stated that this effort is as challenging as any assignment we have had here at the Commission and expressed his gratefulness to the Panel. He acknowledged that it is not always easy to face up to shortfalls and shortcomings and thereafter make hard calls like this effort, but he hopes the Panel will go where the facts lead it and make the hard judgment calls. He further stated that everybody is responsible for the fact that this country is not as ready as it probably should be after what happened on 9/11, the power brown-outs thereafter and the hurricanes last summer. Commissioner Copps indicated that he does not believe the Commission was, until recently, as responsive to the factors that went wrong; however, under the current leadership of Chairman Martin, he believes the Commission has something approaching the priority that it should have regarding homeland security and public safety.

Commissioner Copps stated that Title I of the Commission's statute states the Commission is responsible at the FCC for the safety and security of the nation's telecommunications systems and the safety of the people through that system. Thus, he does not believe the Commission should have waited for other parties to organize and react to this priority.

Commissioner Copps acknowledged the cross-section of public safety officials and stakeholders on the Panel. He stated his belief that not everybody that should be on the Panel is impaneled but he is confident that the existing Panel has the necessary ability to reach out to other stakeholders who do not have a permanent voice on the Panel and to make sure that they are included in deliberations. Commissioner Copps opined that a number of these parties have good and necessary things to contribute and these parties are the ones the Panel needs to be listening to and soliciting opinions from.

Commissioner Adelstein

Commissioner Adelstein acknowledged Ms. Victory, thanked Lisa Fowlkes for placing him on the schedule and thanked the Panel for taking the time to volunteer their expertise on these issues. He stated that he wanted to echo Commissioner Copps' statements and, especially, that it is very important that Panel members give their strongest recommendations. He also stated that he is looking forward to today's testimonics and digital emergency alerting system demonstration.

Commissioner Adelstein reminded the Panel of the complexity of the issues and that this country has been through so much over the last several years, including 9/11, blackouts, hurricanes and the threat of attacks on the Capitol. He recounted his own personal trials as a victim of one of these threats in 2001 when anthrax was opened, while he was present, in Senator Daschle's office. He emphasized that the way to address these kinds of attacks is to know what it is that we are dealing with, have preparation for the unexpected, expect what it is that you might not otherwise think is coming and be prepared. Commissioner Adelstein stated that is why the Panel is here today. He recalled the great 1906 San Francisco Earthquake that ultimately devastated the city and caused immense changes that affected the entire country. He noted how disasters can change and devastate entire regions and gave the example of how San Francisco's destruction caused Los Angeles to be the leading capital of the West Coast and quickened the development of the Northwest. He stated that things can profoundly change and we have to figure out how we are going to respond in a way that does not allow immense devastation to have such profound and lasting effects. Commissioner Adelstein opined that if we are prepared and have emergency communications, people can quickly coordinate and respond and limit the damage to both life and property to the maximum extent possible. He opined that the best way to do that is through instantaneous interconnected communication systems.

Commissioner Adelstein said he was looking forward to recommendations on the broad array of issues including voluntary participation, wireless providers and the public television networks, and how we can provide alerts and emergency warnings in many different ways using multiple digital platforms. Although acknowledging that the Commission, due to the Chairman's efforts, headed up a fantastic response effort whereby Commission staff worked around the clock, Commissioner Adelstein believes that everybody involved in public safety can do better.

PRESENTATION BY THE FIRST PANEL OF SPEAKERS

Captain Thomas Wetherald

Captain Wetherald is Deputy Operations Director, National Communications System (NCS). Captain Wetherald summarized the functions of the NCS, stating that it assists the President in insuring NSEP communications for the Federal Government under all circumstances. He described certain aspects of NCS such as the NCS' operational arm, the National Coordinating Center for Telecommunications (NCC), which is a joint industry government body within the NCS that comprises 35 member companies and a true industry-government partnership. The operational mission of the NCC is the

coordination of communications restoration efforts in an emergency. Captain Wetherald explained that the NCS is the lead agency for Emergency Support Function 2, otherwise known as ESF-2. The purpose of ESF-2 is to insure the provision of federal communications support to federal, state, local and tribal authorities and to assist private sector response efforts during an incident of national significance. Captain Wetherald explained that the NCS, as delineated in the National Response Plan, is strongly supported by a number of other agencies, one of which is the FCC. To facilitate coordination and industry-government operations during an emergency, the NCS has established and continuously operates several priority service programs which are held to insure critical calls are completed in the event of congestion, or damage to the national commercial communications infrastructure. Captain Wetherald explained that the nation relied heavily on these programs during Hurricane Katrina and they included the Government Emergency Telecommunications Service (GETS), the Wireless Priority Service (WPS), and the Telecommunications Service Priority (TSP) Programs. He also explained the NCS manages another program, the Shared Resources High Frequency Radio Program (SHARES), which provides voice and low speed data communications independent of the commercial communications infrastructure.

Captain Wetherald summarized what the NCS did during Hurricane Katrina and their operations afterwards. He explained that NCS mounted the largest ESF-2 operations ever in terms of the numbers of personnel deployed and length of deployments and they started well before landfall for Katrina and continued operations until after Hurricane Wilma. He further explained that the NCS identified and dispatched satellite vans to various locations, dispatched mobile communications capabilities like satellite light-trucks to the JFO and the Louisiana State Emergency Operations Center, provided cellular communications in that area, developed or delivered mobile communications trucks to the state EOCs in staging areas for federal and industry responders, delivered satellite handsets to emergency responders and provided security for critical infrastructure in downtown New Orleans.

Captain Wetherald explained that, as of September 29, 2005, NCS has issued 125 new GETS cards, equipped 3900 plus new telephones, and made over 1500 TSP circuit assignments. He stated that all operations are accomplished in coordination with support agencies and industry partners at NCS. In particular, Captain Wetherald summarized detailed task forces NCS has formed in response to Hurricane Katrina. Some of these included:

- **Preparedness and Planning.** NCS drafted an operational plan to operationalize the ESF-2 annex of the National Response Plan. In addition, NCS placed permanent personnel in Regions 4 and 6 and is pursuing resources and billets to support NCS personnel in all ten regions and a liaison officer to Northern Command.
- **Staffing, Training and Exercising the ESF-2 Teams.** Captain Wetherald stated that NCS is placing a major effort into a week-long training event down at Homestead Air Force Base and is working very closely with its FCC partners to develop the training curriculum.

- **Military Coordination.** Captain Wetherald stated NCS has come a long way in working directly with the Office of the Secretary of Defense for Homeland Defense and NII and with Northern Command to insure coordination of the deployment of military equipment if that is needed in the future to provide direct communication support to civil authority.
- **Security.** Captain Wetherald explained that security and access into the affected area to make repairs were problems during Hurricane Katrina. Captain Wetherald stated that NCS is working on an access program pilot with the State of Georgia to have access procedures approved by the State of Georgia and, hopefully, to obtain approval from other states to insure that access is more readily granted. He explained that access is a local issue and NCS is addressing the issue. He also stated that NCS recognizes the need to look at the application of the Stafford Act in terms of operations in support of for-profit companies. Captain Wetherald further indicated that the interpretation of the Stafford Act has still not been resolved.

Dr. David G. Boyd

Dr. Boyd is Director of the Office for Interoperability and Compatibility and Director of SAFECOM, Department of Homeland Security. Dr. Boyd gave a brief history of the creation and formation of SAFECOM and the Office of Interoperability and Compatibility. He thereafter summarized the strategies inherent to the SAFECOM program. He indicated that the first principle of interoperability is to start at the local level because they have most of the emergency medical and fire services. Dr. Boyd also described briefly how SAFECOM meets its mission to help all levels — local, state and federal — achieve interoperability. In doing so, he described the tools and efforts SAFECOM has produced to meet its mission: (1) standards; (2) the creation of a statement of requirements; (3) running a program that can establish emergency command level interoperability within an hour after an incident; (4) sponsoring state-wide regional communications and interoperability planning efforts; and (6) a baseline interoperability survey. In particular relating to these areas, he explained:

- **Standards.** Dr. Boyd explained that when SAFECOM was formed, there was only one volume or element of a 33-element set of standards required to achieve interoperability. This piece did not provide enough to insure interoperability as an element of the standard by itself because it was simply not complete. Dr. Boyd stated that since 2003, this has been accelerated so that there has been a dramatic increase in the robustness of the standard but, he warned, it is also important to understand that there is a long way to go. He explained that it takes some time under the U.S. system to develop voluntary consensus-based standards. Dr. Boyd stated that one immediate tool to help in this regard is first grant guidance.
- **Creation of a Statement of Requirements.** Dr. Boyd stated that, in conjunction with first responders, SAFECOM developed the statement of requirements

which includes a series of scenarios ranging from an ordinary traffic stop to a catastrophic chemical plant explosion.

- **The RAPIDCOM Program.** Dr. Boyd explained how the RAPIDCOM program demonstrates to policymakers how to quickly establish emergency command level interoperability. He stated that what he has learned through experience with the program is that technology is only one factor in obtaining interoperability and the difficulty in most cases is a lack of understanding by decisionmakers of what comprises the elements of interoperability. He also opined that, based on his experience, no interoperability system is going to be useful unless it is a system that is used for regular operations — not just for the emergency operations. He warned that the day after an event is the wrong time to figure out how to put interoperability into operation. It has to be part of your operation. He stated that, otherwise, your staff may not know how to use it.
- **State-Wide Regional Communications Interoperability Planning Efforts.** Dr. Boyd explained that SAFECOM teaches policymakers the importance of starting at the local level and figuring out how to make a statewide communications interoperability planning guide that meets the requirements of all stakeholders.
- **Baseline Interoperability Survey.** Dr. Boyd stated that SAFECOM has put together a survey that will look at all of the elements of interoperability and draw a snapshot of the level of interoperability across the country. SAFECOM will use that snapshot to assess where the gaps and shortages are and how to best allocate resources.

Dr. Boyd finally opined that, in addition to technology, interoperability involves training, planning, and the kind of agreements you put together with partners and adjacent agencies.

Harold Joyner

Mr. Joyner is Senior Policy Manager, Florida Department of Emergency Management. Mr. Joyner stated that the Florida system has made great strides in fixing its Emergency Management System. He indicated that Florida has spent a large amount of time developing its program and its program is the result of a vast network of parties that make up the state emergency response team. One of the critical components of that is the Emergency Support Functions. He stated that no one ESF is any less important than another. This includes state, local and federal partners in transportation, mass care, communications, public information and private non-profits like the American Red Cross or the Florida Association of Broadcasters.

Mr. Joyner stated that, to manage such an organization, Florida developed an electronic messaging system for use by its state emergency response team both in the state agency

and out in the field. This system can be used to see in real time every transaction that is occurring in the state EOC and, at the local level, to make resource requests.

Mr. Joyner stated that Florida's team works throughout the year to insure that new people are trained and lessons learned are implemented. He stated that the Governor and the state's Emergency Management Director provide the leadership and vision to insure its mission is met. He explained that, to this end, Florida has two major exercises a year. One is held in February and is a governor's executive tabletop exercise where every department secretary and support person and their designated emergency coordinating officer are called in to play out a particular scenario. The second exercise is an annual statewide week-long hurricane exercise in which counties are allowed to participate in.

Mr. Joyner indicated that a critical component of Florida's training involves broadcasters through the Florida Association of Broadcasters. Broadcasters are members of several ESFs, including ESFs for communications, information and planning, public information, and external affairs. He stated that the Florida Association of Broadcasters coordinates with Florida to insure its emergency alert system remains viable. Florida has a state-wide satellite system that allows the Governor to speak to every operational station in the state. Mr. Joyner further indicated that the county emergency management offices work with the media outlets to develop public education materials.

Mr. Joyner made a number of recommendations to the Panel including, involving the communications industry in local and state exercises, continued FCC support of the Emergency Alert System and coordinating public service campaigns through the State Broadcast Associations.

Theresa Owens

Ms. Owens is Director, Department of Emergency Services, Worcester County, Maryland. Ms. Owens described the Maryland Eastern Shore Interoperability Network (MESIN) which is designed to provide effective and immediate integrated public safety communications connectivity to first responders across the nine counties of the Eastern Shore, which included 57 municipalities, 80 fire companies, 61 ambulance companies, several state and federal agencies and a few utility companies.

Ms. Owens summarized how Worcester County coordinated with these partners to achieve interoperability. She explained that the County needed a system to tie in the counties of the Eastern Shore because they found that it was not uncommon for jurisdictions and municipalities to converge at a middle point and have to help each other out. As an example, she described a large warehouse fire in Dorchester County where they had the required resources but communications was a major issue during the fire. In particular, she described how the County brought in fire, EMS, state and federal partners and how they first decided that they had operability within their own areas but realized they needed to coordinate communications and interoperability when there is a mutual aid call involving more than one jurisdiction.

Ms. Owens described the development of the system. She explained that MESIN is more than just a simple interoperability patch but a standardized end-to-end IP network that provides a flexible and cost effective set of solutions to meet the future demands of public safety organizations locally, regionally and statewide. The County partnered with the Maryland State Police and connected to their JPS ACU-1000 device located at all barracks in the State of Maryland. She stated that they placed five 800 megahertz repeaters at 12 designated tower sites throughout the Eastern Shore and built in the desired redundancy for the network.

Ms. Owens explained the County's Network First solution provides the local dispatch centers in all of the ten jurisdictions with the ability to connect users on the national frequency to any other user on the system regardless of the frequency band, the radio system type or the manufacturer. This allows the user to summon whatever resources that are available, not only in their particular county or the county next to the user, but wherever such communications resources are available in the ten jurisdictions.

QUESTIONS PRESENTED TO THE FIRST PANEL OF SPEAKERS

Billy Pitts said that he has been hearing about emergency preparedness reforms being on track but has not seen any new policy or organizational changes or procedures for states to implement. Mr. Pitts wanted to know how to change this. Captain Wetherald agreed that there has to be better coordination between state and the local level. He added that federal stakeholders have to understand how the states work and that state organizations understand what the Federal Government can provide.

Commissioner Copps had two observations. First, he said that he hopes that the Panel or the Commission identifies a particular venue that could play an active role as a clearinghouse for interoperability plans like the one in Worcester County so that other similarly situated jurisdictions or organizations would not have to start at Ground Zero. Second, Commissioner Copps acknowledged that standards voluntarily implemented, when possible, are the best way to proceed. However, if such voluntary implementation failed, we must be ready to at least entertain the proposition that it might be necessary to consider going beyond voluntary implementation and making sure that these things do happen. Commissioner Copps asked whether there is any kind of a track record for voluntary implementation of the standards is going to proceed and whether Dr. Boyd is optimistic that there will be a ubiquitous implementation of those standards.

Dr. Boyd replied that there are two factors to consider. First, as standards are adopted, the public safety community wants to use them. They enforce them by buying based on those standards. In light of this, Dr. Boyd does not believe there is going to be an implementation issue. Second, a huge preexisting infrastructure exists that dates back twenty years or more and it is going to take some time to transition this infrastructure. He emphasized that it is important to recognize this and assume that any standards regime is not going to make a change immediately. Dr. Boyd stated that, however, what we can change immediately is how we work with each other, how we agree to cooperate so that we can use the things that are available.

Steve Delahousey asked whether ESF-2 supports federal communications or if it supports communications at the state and local level. He also inquired whether there exists a mechanism in place to address this scenario. He also inquired about the possibility of a national cache of equipment that could be deployed to a disaster and how best to communicate with the military regarding the evacuation of hospitals and nursing homes.

Captain Wetherald explained that NCS's role in ESF-2 is to attempt to coordinate federal communications capabilities and, where lacking, to use commercial capabilities to meet a federal need or, when requested by a state or local need, to make an effort to obtain that commercial service, pay for it through disaster funds and get it deployed. Regarding defense communications, he stated that there are two issues that arise concerning the use of DOD assets in the field: (1) the difficulty of DOD units and personnel coming in support of your missions but are not interoperable with the agencies they are attempting to work; and (2) dealing with DOD bringing communications assets into the field for the civil authority so that the civil authority can use these assets for their own purposes. He stated that NCS is working on solving the latter one and he believes NCS has gone a long way toward being able to solve that issue through procedural means by prescript mission assignments. In terms of communications between DOD units and civil authority, the National Guard is deploying significantly upgraded communications command and control capability that will allow them to use public spectrum as well as interface and communicate directly into the public switch telephone network.

Noting that the eligibility requirements for WPS differ from those for GETS or TSP, Steve Davis asked whether there is a technical or historical reason why the criteria for all three services are not synchronized or unified. Captain Wetherald replied that they are essentially unified. He explained that the only sector that might not have unification is portions of the financial community where temporary status was granted. Aside from that, Captain Wetherald added, the same priority levels do exist.

Mr. Davis asked whether the NCS reviewed single points of failure in the telecommunications infrastructure in large regions and whether NCS has moved to address such a failure. Captain Wetherald responded that the NCS does review single points of failure and gave an example in New Orleans where the NCS had successfully moved to prevent a single point of failure.

Kay Sears asked Ms. Owens whether Worcester County considered how it would communicate outside of an affected area and how would it provide broadband capability within the effected area. Ms Owens replied that with national calling and tactical channels, they can easily operate outside their jurisdictional and geographical areas. Ms. Sears followed-up by asking if the County has considered mobile satellite phones or satellite overlay networks. Ms. Owens replied the County is just beginning to get into the broadband area on the Lower Shore but it is not a stable enough environment yet.

William Smith asked whether NCS believes that matters of interpretation about the limits of the Stafford Act, et cetera, have been sufficiently resolved and if not, what could be

done to resolve it. Captain Wetherald replied that these matters have not been resolved and there remains disagreement as to the applicability of the Stafford Act in terms of supporting companies. Mr. Joyner added that these kinds of relationships must exist before the event occurs. He stated that if relationships with either the local emergency management or the state office exist, the state offices could expedite efforts.

Marion Scott asked what is the criteria for determining what a critical infrastructure node is and what is the preparedness plan around mitigating impact to those or a quick recovery to those from the perspective of work the presenters have accomplished. Captain Wetherald replied that the NCS has analyzed the infrastructure at a national level and has primarily looked at two factors: the number of switches and the number of lines handled by a particular facility. He explained that NCS has been developing an economic analysis that focuses on the economic impact of that particular switch but this analysis is not complete and the Deputy Manager of the NCS has not approved it as a method yet. He explained that the NCS is continuing to work on its analysis but that is what NCS uses to decide what the major switching elements are across the country. He stated that when a hurricane is inbound and NCS looks at a specific area, it will essentially redo the analysis again looking at co-location facilities where you have the maximum number of assets all in one place. Regarding mitigation, Captain Wetherald stated the industry has a large number of steps to take and they have had a lot of experience in preparing sites for impending disaster.

Ms. Victory asked the presenters to provide a potential recommendation on the creation of a state or regional level NCC that would bring together industry and state and local communications operators before a disaster to exchange information. Captain Wetherald replied that regional communications committees should be formed with state ESF-2 representatives and industry being a part of such a committee. He also explained that building the relationships that Mr. Joyner referred to in the foregoing question is absolutely critical, including working out staging areas and access issues ahead of time at the regional level. Mr. Joyner added that with ESF-2 there are private industry representatives in the EOC working with the Florida State Department of Communications and coordinating at the local level. He indicated that it is those kinds of relationships that need to be developed before the event.

Ms. Victory also asked Ms. Owens whether it was easier to bring together on a common system jurisdictions that had made independent technology choices due to the availability of an outside money source. Ms. Owens answered in the affirmative.

PRESENTATION BY THE SECOND PANEL OF SPEAKERS

John Stogoski

Mr. Stogoski is Director, Homeland Security, Sprint Nextel, Corporate Security. Mr. Stogoski gave a brief review of the recent history of the Network Reliability and Interoperability Council (NRIC). He described the mission of NRIC, why it was formed and its organizational structure. He indicated that the most important aspect of NRIC is

the organization has business leaders who are actual members and the driving force behind the Council. Mr. Stogoski added that these industry leaders are able to bring in subject matter experts on a variety of issues. He also indicated that lessons can be learned from reviewing and implementing best practices identified by NRIC through its web accessible database. Mr. Stogoski specifically highlighted the efforts of the last cycle, NRIC-7, and the issues it addressed. He stated that some groups addressed issues such as emergency communications, e-911, homeland security, cybersecurity, and network reliability.

Mr. Stogoski believes that coordination between industry and the different levels of government needs to be our emphasis because we are all trying to implement solutions to make our infrastructure better. He is concerned, however, that we proceed into this year's hurricane season with a somewhat consistent approach. He stated that what is not needed are new strategies coming out that conflict with each other. He emphasized that we need to review these new strategies and find the potential conflicts before a disaster happens.

David Barron

Mr. Barron is Assistant Vice-President, Federal Regulations/National Security, BellSouth. Mr. Barron reported that the National Security Telecommunications Advisory Council (NSTAC) convened a Katrina special meeting in December that resulted in three recommendations by NSTAC in January 2006 and another three recommendations in March 2006. He provided an overview of the recommendations contained in these reports.

In particular, Mr. Barron discussed the recommendations found in the report concerning the next generation of networks. He indicated that identity management is a big issue that needs more attention. He stated that the recommendation of forming a joint communications council relates to the Katrina Panel and asks to consider issues relating to managing security implications of the next generation networks and to insure that both the telecommunications and the information technology sector are in that council. Mr. Barron opined that those two industry groups must coordinate and work on these issues together because the convergence is taking place fast and all parties must be at the table together in order to manage incidents that may literally happen today on these next generation networks. He referenced the NCC as the preferred model of industry and government cooperation and collaboration.

Mr. Barron stated that NSTAC recommends the creation of a Federal Emergency Communications Coordinator who has the imbedded capability of being deployed into the field. He envisions the Coordinator being out in the field at a joint field office during an incident, who will be in charge of communications and being the single point of contact for communications. He also stated that NSTAC recommends having a regional coordination capability out in the regions for the telecommunications industry players to, literally, sit at the table together to work through issues as they unfold.

Mr. Barron pointed out additional recommendations including the creation of an emergency responder category to address the access issues that were raised during Hurricane Katrina. He explained that, under NSTAC's recommendation, this category would be recognized in the National Response Plan as well as in amendments to the Stafford Act.

QUESTIONS PRESENTED TO THE SECOND PANEL OF SPEAKERS

Fire Chief Stephen Dean asked Mr. Barron whether the industry would be willing to accept some type of accountability system in exchange for access into disaster areas. Mr. Barron responded that they understand that they have responsibilities and accountabilities that they will need to step up to.

Mr. Davis asked whether NSTAC envisioned broadcasters being part of the Telecommunications Infrastructure Providers as part of the emergency responder category. Mr. Barron responded that NSTAC did not focus on this since its charter is limited to telecommunications providers. However, he agreed that broadcasters should be considered emergency responders.

Mr. Davis further asked how credentialing would work. Mr. Barron responded that the process should be kept simple such as use of a company identification, placard or some other preexisting documentation.

Mr. Delahousey asked whether it was reasonable to require NIMS training for credentialed personnel. Mr. Barron agreed.

Kelly Kirwan asked what the Federal Emergency Communications Coordinator would coordinate. Mr. Barron responded that the FECC would be the interface between the state and local governments, assessing their needs and relaying them to the Federal Government or private industry.

Lt. Colonel Joseph Booth asked whether getting designated as emergency responders is the only avenue by which industry may get proper access to a disaster area. Mr. Barron responded that while there are other ways to address the access issue, the designation becomes particularly important with respect to the issue of Federal assistance.

Lt. Colonel Booth followed up by asking whether the access issue could be addressed with advance coordination with local officials. Mr. Barron agreed, but stated that in cases of disasters involving multiple jurisdictions and where Federal assistance is necessary, the emergency responder category becomes critical. Mr. Stogoski added that consistency is also a major interest and that the more they can develop a common framework in all of these areas, the easier it will be during a disaster.

PRESENTATION AND DEMONSTRATION OF THE NEW DIGITAL EMERGENCY ALERT SYSTEM

John Lawson

Mr. Lawson is President of the Association of Public Television Stations (APTS). Mr. Lawson provided a brief history leading up to the development of the new digital emergency alert system. He explained that APTS entered into a cooperative agreement with the Federal Emergency Management Agency (FEMA) to launch a pilot program in the National Capitol Region that now serves as the basis for the new digital emergency alert system. He identified a number of partners to the pilot program, including the FCC and National Oceanic Atmospheric Administration (NOAA).

Mr. Lawson described the digital aspects of the system. In particular, he highlighted the advantages of datacasting in the system such as its scalability, its resistance to overloading and its encryptability. He stated that the great advantage of the new system is that its components are commercially available off-the-shelf and the system transmits via satellite. He also addressed interoperability and the scheduled national rollout of the system. Mr. Lawson thereafter demonstrated the new system by simulating one full alerting cycle as well as a demonstration of the system's capabilities at each critical juncture in the alerting cycle.

QUESTIONS FOLLOWING DEMONSTRATION

At the conclusion of his presentation and demonstration, Mr. Lawson fielded questions from Panel members. He addressed questions relating to the receive-only aspects of the system, the operability of the system during the analog to digital transition in the broadcast context, redundancy and hardening of the system, high definition transmission and connectivity to cell phones, geographic and local targeting, IP-based technology and capability inherent to the system, and security. In response to a question by Commissioner Adelstein whether regulatory or statutory changes are needed to provide local and regional alert capability, Mr. Lawson indicated no statutory barriers exist, but rather it takes a marginal investment in equipment by the station.

INFORMAL WORKING GROUP PRESENTATIONS

Informal Working Group 1 – Infrastructure Resiliency

Ms. Scott, Chair of IWG-1, summarized the various issues the group is working on. These include reporting, emergency regulatory relief, readiness, infrastructure resiliency, non-traditional technologies such as back-up and the Emergency Alert System (EAS).

John Thomas discussed IWG-1's work on outage reporting issues, particularly the need to better streamline the reporting process. Martin Hadfield discussed IWG-1's work with respect to the development of recommendations for granting automatic waivers of operational, organizational and technical rules as appropriate in a disaster area.

Ms. Scott discussed the informal working group's study of the impact of Hurricane Katrina on the communications infrastructure. She also mentioned that the group is

working with Mr. Pitts on EAS issues, including issues relating to people with disabilities and non-English speaking Americans.

Informal Working Group 2 – Recovery Coordination and Procedures

Steve Davis, Chair of IWG-2, provided an overview of the issues being addressed by the working group. Lt. Colonel Booth described the working group's draft recommendations to date. These include: (1) the establishment of staging areas in state emergency preparedness plans; (2) creation of an FCC website of state emergency management contacts and staging area information; (3) designation of Telecommunications and Media Infrastructure Providers as emergency responders during or immediately following a disaster; (4) coordination between federal, state and local emergency agencies and telecommunications and media infrastructure providers to identify damaged telecommunications infrastructure, assign priorities in repairing the damaged infrastructure, sharing of resources, and identifying what personnel needs to enter a security perimeter around a disaster; (5) establishment of credentialing procedures and requirements for telecommunications and media infrastructure providers; (6) coordination by industry players and state and local government agencies throughout the year to settle issues which may delay or impede damage repair; and (7) FCC encouragement and facilitation of coordination between industry and state and local governments.

Sandy Wilson asked whether IWG-2 contemplates that service providers would coordinate amongst themselves so as, for example, to avoid accidentally damaging another provider's network. Lt. Colonel Booth responded affirmatively. Ms. Victory added that the informal working group's proposal is to put together a straw man for a state or regional level communications coordinating council or group that would be in existence before a disaster in terms of meeting periodically to exchange information, getting to know each other and figuring out who is doing what. Mr. Delahousey reiterated his desire for consideration of a modified NIMS training requirement for all responders. Mr. Smith suggested the need to allow industry to coordinate some issues on their own and use the state EOC as an escalation point.

Ms. Victory summarized IWG-2's draft recommendation regarding the emergency communications programs. These include: (1) the FCC should work with NCS to actively and aggressively promote WPS, GETS and TSP to all eligible government, public safety and critical industry groups; (2) the Commission should work with NCS to clarify whether broadcast, satellite and cable company repair crews are eligible for GETS and WPS under the Commission's current rules and, if so, the Commission should promote the availability of these programs to those entities and urge their subscribership; (3) the FCC should work with the NCS to explore whether it is technically and financially feasible for WPS calls to automatically receive GETS treatment when they reach landline facilities and thus, avoid the current requirement, which is if you are a WPS caller, you receive priority on the wireless facilities but not on the landline unless you have a GETS card; and (4) the FCC should work with NCS and the communications sector to establish and promote best practices to insure that all WPS, GETS and TSP subscribers are properly trained in how to use these services.

Informal Working Group 3 – Emergency Communications

Jim Jacot, Vice-Chair of IWG-3, explained that the group has identified four areas: (1) the expeditious restoration of public safety communications systems; (2) improved interoperability of public safety communications systems; (3) improved resiliency and expeditious restoration of E-911 systems; and (4) improved emergency communications.

Mr. Kirwan described IWG-3's work regarding restoration of public safety communication systems and, in particular, recommendations concerning the establishment of a cache of deployable and self-contained communications equipment. Ms. Victory suggested that the working group develop a list of characteristics for the cache.

Ms. Victory addressed improved interoperability of public safety communications systems. She suggested near-term activities for the FCC such as auctioning public safety spectrum expeditiously, working with NTIA in establishing appropriate criteria for the distribution of the \$1 billion Public Safety Interoperability Program, and providing approval for regional plans for the use of public safety spectrum.

Mr. Jacot led the discussion on improved resiliency and expeditious restoration of e-911 systems. He discussed how to reconstitute PSAPs when they go down, power restoration at remote terminals, the ability to deliver calls across local access transport area boundaries, and restoration coordination with local exchange carriers.

Mr. Pitts addressed recommendations for improved emergency communications and how the FCC should move expeditiously to explore the expansion of EAS to other technologies. IWG-3's draft recommendations in this area include: (1) the FCC should educate state and local officials on the existing EAS; (2) the FCC should move expeditiously to explore the expansion of EAS to other technologies; (3) the FCC should work with the Department of Homeland Security and other agencies to pilot projects that would allow the immediate deployment and evaluation of new notification technologies; and (4) the FCC should work with Congress on the development of a next generation public warning system. Ms. Victory suggested that the last recommendation should be revised to say that the FCC should also work with other agencies and the Executive Branch on a next generation warning system.

NEXT MEETING OF THE INDEPENDENT PANEL

Ms. Victory reminded the Panel that their report is due on June 15th. She estimated that the Panel will need a couple of meetings before that to approve a report and endorse the recommendations therein. She also mentioned the possibility of adding a meeting in May.

OTHER BUSINESS

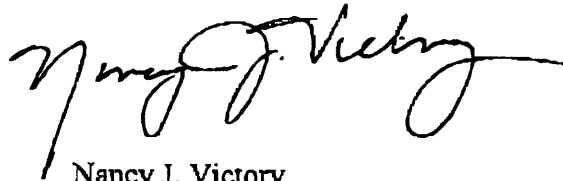
Ms. Victory encouraged the working groups to continue forward in refining and redrafting the language of the recommendations and to review issues discussed during the Panel meeting. She encouraged all working groups to schedule a teleconference call within the next two weeks to maintain momentum and consider, based on any additional comments, what needs to be addressed before the next scheduled meeting. Ms. Victory also stated that she will commit to distributing to the Panel for comment an outline of recommended improvements to EAS. Although the Panel was not able to have a representative from MSRC to present its efforts, Ms. Victory encouraged the Panel to review MSRC's website for work MSRC has accomplished regarding disaster preparedness.

ADJOURNMENT

Ms. Victory adjourned the meeting at 3:55 p.m.

CERTIFICATION

This is to certify to the accuracy of these minutes of the April 18, 2006 Meeting of the FCC's Independent Panel Reviewing the Impact of Hurricane Katrina on Communications Networks ("Hurricane Katrina Panel").



Nancy J. Victory

Chair

Independent Panel Reviewing the
Impact of Hurricane Katrina on
Communications Networks

APPENDIX 1

DOCUMENTS DISTRIBUTED TO PANEL MEMBERS AT MEETING

- Agenda

FIRST PANEL

- "SAFECOM," Science and Technology Directorate, U.S. Department of Homeland Security; "Operational Guide for the Interoperability Continuum: Lessons Learned from Rapidcom," SAFECOM and the U.S. Department of Homeland Security
- All Federal Interoperability Efforts Impact on Emergency Responders
- Interoperability Continuum
- Operational Guide for the Interoperability Continuum Lessons Learned from RapidCom
- "Safety Planning Information for Neighbors of Florida Power & Light's Turkey Point Nuclear Power Plant," FPL-Miami-Dade County Office of Emergency Management, 2006
- "Comprehensive Emergency Management Plan: Response and Recovery Overview," State of Florida Department of Community Affairs, January 2006
- Como Debe Prepararse La Florida Para El Terrorismo
- Are You Firewise Florida?
- How Should Florida Prepare for Terrorism? Que Debe Hacer Cuando Un Huracan Amenaza A Su Comunidad?
- Emergency Borrador UP Flash Card
- The Hurricanes of 2004
- What Should You Do If A Hurricane Threatens Your Community?

SECOND PANEL

- The President's National Security Telecommunications Advisory Committee Power Point Presentation
- Letter dated March 1, 2006 from F. Duane Ackerman, Chairman, NSTAC to The President and NSTAC Legislative and Regulatory Task Force Report on Federal Support to Telecommunications Infrastructure Providers in National Emergencies Designation as "Emergency Responders (Private Sector)" dated January 31, 2006
- Letter dated March 24, 2006 from F. Duane Ackerman, Chairman, NSTAC to The President and NSTAC Telecommunications Electric Power Interdependency Task Force (TEPITF) Report on People and Processes: Current State of Telecommunications and Electric Power Interdependencies dated January 31, 2006

- Letter dated April 12, 2006 from F. Duane Ackerman, Chairman, NSTAC to The President and NSTAC Next Generation Networks Task Force Report dated March 28, 2006
- Letter dated April 12, 2006 from F. Duane Ackerman, Chairman, NSTAC to The Honorable George W. Bush
- Letter dated April 12, 2006 from F. Duane Ackerman, Chairman, NSTAC to The Honorable George W. Bush
- NSTAC's Trusted Access Task Force Screening, Credentialing and Perimeter Access Controls Report

DEMONSTRATION

- Written Testimony of John Lawson, CEO, Association of Public Television Stations, before the Federal Communications Commission's Independent Panel Reviewing the Impact of Hurricane Katrina on Communications Networks, April 18, 2006

INFORMAL WORKING GROUP PRESENTATIONS

- Draft Recommendation Regarding State/Regional Level Communications Coordination
- Discussion Draft Emergency Communications Services and Programs
- Spectrum Requirements for Public Safety Interoperable Communications (Draft)
- Emergency Restoration of Public Safety Communications Systems (Draft)
- Communicating With the Public Before/During/After An Emergency (Draft)