



**Public Safety Advisory Committee to the First Responder Network Authority**  
**Meeting Minutes from the June 2, 2014 Meeting**  
**8:00 AM - 5:15 PM MDT**  
**The Westin Hotel, 10600 Westminster Blvd., Westminster, Colorado 8002**

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The Public Safety Advisory Committee (PSAC) to the First Responder Network Authority (FirstNet) convened on June 2, 2014, at 8:00 a.m. MDT in Westminster, Colorado to discuss the status of various PSAC activities and to obtain programmatic updates from FirstNet staff with respect to ongoing and future FirstNet activities. The purpose of these minutes is to provide an overview of the events that took place during the meeting.

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## **INTRODUCTIONS AND ROLL CALL**

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PSAC Chairman Chief Harlin McEwen opened the meeting by welcoming PSAC members and others in attendance. Chief McEwen subsequently conducted a roll call of the PSAC members. He explained that nine (9) members were previously excused from attending the meeting. One (1) member who was not included among those who were previously excused did not respond during the roll call. Chief McEwen then acknowledged that because one member recently decided to resign due to other commitments, there would be forty (40) PSAC members going forward rather than forty-one (41). (See Appendix 1 for a list of meeting participants).

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## **WELCOMING REMARKS**

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Following the introductions and roll call, Chief McEwen and members of FirstNet's Board and senior management team provided welcoming remarks. Chief McEwen introduced each of the speakers. This section provides an overview of the speakers' remarks.

**Chief Harlin McEwen, PSAC Chairman.** Chief McEwen remarked that the number of FirstNet staff continues to increase, which facilitates greater interaction among the PSAC, FirstNet staff, and the Board. Chief McEwen then explained that he was pleased that FirstNet Board Member Sue Swenson was recently appointed to serve as the Board's new Chairperson. Chief McEwen thanked outgoing Chairman Sam Ginn for his service.

**Sue Swenson, FirstNet Board Chairwoman.** Chairwoman Sue Swenson thanked the PSAC for its efforts in assisting FirstNet thus far, and noted that FirstNet will have additional projects for the PSAC to undertake in the future.

**Jeff Johnson, FirstNet Board Member.** FirstNet Board member Jeff Johnson thanked Chief McEwen and the Executive Committee for the assignments they have completed to date. Mr. Johnson remarked that as FirstNet continues to grow, the PSAC will be tasked with additional assignments. Mr. Johnson also stated that the outgoing FirstNet Board Chairman Sam Ginn was a dynamic leader during his tenure. Mr. Johnson concluded his remarks by stating that Chairwoman Sue Swenson will be a committed and effective leader.

**TJ Kennedy, FirstNet Deputy General Manager.** FirstNet Deputy General Manager, TJ Kennedy, commented that the last three (3) to six (6) months at FirstNet have been very exciting. Mr. Kennedy further noted that it has been great having a FirstNet senior management team in place. Because the number of staff at FirstNet continues to increase, FirstNet now has additional employees who can engage



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with the PSAC. Accordingly, the amount of engagement between FirstNet and the PSAC is sure to increase over the next six (6) to nine (9) months.

**Additional Remarks by Chief Harlin McEwen, PSAC Chairman.** Following the welcoming remarks summarized above, Chief McEwen introduced the PSAC Executive Committee. Chief McEwen then mentioned that while PSAC meetings have been closed to the public thus far, the PSAC is contemplating whether to hold open, public meetings in the future. Chief McEwen explained that a portion of such meetings could be closed in order for PSAC members to discuss sensitive matters. Chief McEwen welcomed feedback from those in attendance regarding this matter.

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**FIRSTNET GENERAL MANAGER UPDATE**

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Following the welcoming remarks, FirstNet Acting General Manager TJ Kennedy delivered a presentation that discussed the strategic roadmap and current FirstNet activities. This section provides an overview of Mr. Kennedy's remarks.

- **Strategic Roadmap.** The strategic roadmap aims to break down FirstNet's statutory requirements into manageable elements that FirstNet will satisfy over time. Key elements of the strategic roadmap include outreach and state consultation. FirstNet's outreach efforts continue to progress. With regard to state consultation, FirstNet provided the states with an initial consultation package (Package) on April 30, 2014, and four (4) states to date have provided FirstNet with information requested in the Package.
- **Vendor Engagement.** On May 30, 2014, FirstNet launched a new vendor engagement webpage. There is an online form that vendors may use to request a meeting with the FirstNet acquisition team. This process will enable FirstNet to track meeting requests from vendors.
- **Hiring.** FirstNet continues to hire permanent staff members as well as detailees. FirstNet is recruiting staff through USAJOBS and other relevant sources. Attendees were asked to encourage qualified individuals to apply for vacant positions.
- **FirstNet's Reston Headquarters.** As of June 2, 2014, FirstNet has officially relocated to its new headquarters site in Reston, Virginia. The facility has space for large meetings as well as ample parking.
- **RFPs.** FirstNet will issue in draft form its "comprehensive network" and "network equipment and services" Request for Proposals (RFP) in the next twelve (12) months. FirstNet currently is drafting the objectives and requirements for these RFPs. FirstNet hopes to receive several meaningful comments in response to the forthcoming drafts. Upon receiving the requisite approval, FirstNet will also issue an RFP concerning the *National Environmental Policy Act*.
- **Public Notice and Comment Process.** The first phase of FirstNet's Public Notice and Comment will be published in the Federal Register this summer. FirstNet will provide some tentative interpretations on the outer legal boundaries of certain provisions in its enabling legislation, as well as seek comment from the public on such interpretations. FirstNet may choose to hold hearings to discuss certain issues presented in the forthcoming Public Notice and Comment.
- **Key Accomplishments.** FirstNet has hired several new employees and is able to work more effectively and efficiently as a result. FirstNet is also publishing new blog posts and other



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information (e.g., speaking engagements) on its website on a regular basis. Finally, FirstNet has participated in a number of calls and other engagements with the PSAC and has worked alongside the PSAC to draft its Charter.

- **Questions and Answers.** Mr. Kennedy responded to questions from meeting attendees regarding the above-referenced topics.

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**FIRSTNET TECHNICAL UPDATE**

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Following the FirstNet General Manager update, FirstNet’s Chief Technology Officer (CTO) Ali Afrashteh and Deputy Chief Technical Officer Jeff Bratcher delivered presentations that centered upon FirstNet’s technical vision. This section provides an overview of their remarks.

**FirstNet Chief Technical Officer Ali Afrashteh.** The Office of the CTO (Office) is assessing information provided in the strategic roadmap along with substantive information provided by the PSAC and other organizations. Significantly, the Office and other FirstNet staff are working to support the development of the draft comprehensive network RFP. The Office is also providing technical support to the Broadband Technology Opportunities Program (BTOP). The Office currently has a staff consisting of roughly twenty (20) individuals and is looking to increase in the near future. The Public Safety Community Research (PSCR) program is engaged in several key initiatives to include developing standards and conducting modeling and simulation with respect to, among other things, features and functionality. In closing, PSAC members were assured that all of the work that preceded Mr. Afrashteh joining FirstNet including the Requests for Information (RFIs) and requirements that various organizations have provided will continue to be utilized and that careful consideration continues of the materials and recommendations. It was noted that more than 1,000 technical requirements have been passed through the PSAC to FirstNet.

**FirstNet Deputy Chief Technical Officer Jeff Bratcher.** Mr. Bratcher explained that FirstNet reached spectrum manager lease agreements to support the following BTOP projects: Los Angeles Regional Interoperable Communications Systems Authority (LA-RICS); Adams County, Colorado; the State of New Jersey; and the State of New Mexico. FirstNet is providing technical support to these projects and intends to share lessons learned with the broader public safety community. Mr. Bratcher provided an overview of the key learning conditions from the four (4) BTOP projects and a key initiative in Harris County, Texas.

Project Name	Project Highlights	Key Learning Conditions for FirstNet
LA-RICS	<ul style="list-style-type: none"> <li>• Los Angeles County: 4,060 sq. miles</li> <li>• 34,000 first responders</li> <li>• 231 sites and an Evolved Packet Core (EPC)</li> </ul>	<ul style="list-style-type: none"> <li>• Interactions with utilities and secondary responder agencies</li> <li>• Congestion impacts, quality of service (QoS), and pre-emption requirements to drive technical standards development</li> <li>• Validation of priority and QoS requirements</li> </ul>
New Mexico	<ul style="list-style-type: none"> <li>• 9 sites; 7 existing and 2 Federal</li> <li>• Remote EPC operation</li> <li>• Southwest border focus</li> </ul>	<ul style="list-style-type: none"> <li>• Leverage a hosted EPC</li> <li>• Spectrum issues on international border limiting spectrum availability to less than the full 20 MHz (10x10)</li> </ul>



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Project Name	Project Highlights	Key Learning Conditions for FirstNet
		<ul style="list-style-type: none"> <li>Sharing use among Federal and State organizations</li> </ul>
New Jersey	<ul style="list-style-type: none"> <li>Route 21 corridor, Camden, and Atlantic City</li> <li>Deployables-based network; 31 Cells on Wheels and six system on wheels</li> </ul>	<ul style="list-style-type: none"> <li>Demonstrate rapidly deployable emergency communications systems</li> <li>Emergency management training and exercises</li> <li>Network Operations Center best practices</li> </ul>
Adams County, Colorado	<ul style="list-style-type: none"> <li>Adams County: 1,200 sq. miles</li> <li>2,000 first responders served by ADCOM911</li> <li>17 sites and EPC</li> </ul>	<ul style="list-style-type: none"> <li>Real-world test system for FirstNet technical headquarters and PSCR</li> <li>Devices beta testing</li> <li>Demonstrations with FirstNet and public safety</li> </ul>
Harris County, Texas	<ul style="list-style-type: none"> <li>Harris County: 1,703 sq. miles</li> <li>On air now in testing and trial status</li> <li>14 sites and an EPC</li> </ul>	<ul style="list-style-type: none"> <li>EPC transition</li> <li>Real operational usage data and statistics of past and current public safety broadband usage</li> <li>Improve the existing FEMA-approved responder training to include public safety broadband</li> </ul>

*Figure 1. Broadband Projects*

**Questions and Answers.** Mr. Bratcher and FirstNet Deputy General Manager TJ Kennedy responded to questions from meeting attendees concerning the above-referenced topics.

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**PSAC CHARTER REVIEW AND DISCUSSION**

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Following the FirstNet Technical Update, Chief McEwen explained that a draft PSAC Charter has been created and will be voted upon by the Board at its upcoming meeting. This section provides an overview of Chief McEwen’s remarks and responses thereto.

**Chief Harlin McEwen, PSAC Chairman.** PSAC members asked questions regarding language provided in the draft Charter, and Chief McEwen responded. One member expressed concern regarding paragraph 10 of the Charter, which requires that any PSAC subcommittee report to the Executive Committee rather than the PSAC. Chief McEwen responded that from a management perspective, the existing language makes sense. Chief McEwen also noted that no substantive changes would be incorporated into the draft Charter before the Board’s upcoming vote. The individual then expressed concern that members were given little time to review and discuss the draft before the PSAC meeting.

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**PSAC ACTIVITY UPDATE AND DISCUSSION**

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Following the PSAC Charter Review and Discussion, Chief Harlin McEwen provided a PSAC Activity Update and Discussion regarding various topics. This section provides an overview of Chief McEwen’s remarks.

- **Use Cases.** The PSAC currently is working to finalize a deliverable regarding Use Cases. The PSAC will submit a draft to FirstNet in the near future. Ms. Hilliard stated that FirstNet outreach



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intends to potentially use this information as a part of outreach activities and other technical efforts.

- **Potential User List.** The PSAC is also creating for FirstNet’s consideration a Potential User List, and will provide its view of the levels of priority for such users. Meeting attendees discussed some of the challenges that lay ahead with respect to defining the Potential User List and priority levels. The group engaged in a discussion around the idea that the network will likely have a static and dynamic prioritization process, in correlation with the Incident Command structure; however, it was important to begin this discussion to understand where the demand for network services might be and who will need it. FirstNet board members offered that when the PSAC sees the notice and comments on this topic, it is not to outsource or circumvent the PSAC’s work; rather, the PSAC continues to be an important first sounding board on topics of a complex nature. Ms. Hilliard clarified that the original intent of this assignment was to define the type of user with a degree of categorization of those defined users.
- **Human Factors Report.** The PSAC completed the Human Factors Report some time ago; there may be opportunities to update the report as technology and business operations evolve. The PSAC will work with FirstNet to identify the highest priority categories and applicable human factors.
- **New Working Groups.** Chief McEwen received letters from FirstNet requesting that the PSAC establish a “Tribal Working Group” and “Early Builder Working Group.” Each of these groups will be established accordingly. Richard Broncheau (National Congress of American Indians) will chair the Tribal Working Group. The membership list is currently in progress and a teleconference and an in person meeting will be scheduled in the future. The Early Builder Working Group will be comprised of the current BTOP projects and the Harris County, TX project. Leadership of the group is being discussed between Chief McEwen and FirstNet.
- **State Contacts.** PSAC members were encouraged to provide the names of individuals at the state level who, in addition to the state single point of contact (SPOC), could provide relevant information to FirstNet during the state consultation process. A list of state contact information has been posted to the Homeland Security Information Network (HSIN) for member use only to facilitate collaboration and coordination.
- **PSAC Fact Sheet.** A PSAC fact sheet has been drafted that members can use with their respective associations to gain support for PSAC activities (FirstNet is finalizing.)

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**FIRSTNET STATE CONSULTATION UPDATE AND DISCUSSION**

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Following the PSAC Activity Update and Discussion, FirstNet staff discussed the content of the initial consultation packages (Package) and the progress of the states to date. This section provides an overview of such remarks.

**David Buchanan, FirstNet Director of State Consultation.** FirstNet has begun the state consultation process. Mr. Buchanan discussed the sequence of events that FirstNet must complete in advance of delivering the state plans to each Governor. Mr. Buchanan emphasized that the state consultation process is not a single event, nor a single meeting; rather, it is an iterative process and will focus only on



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the critical activities and elements to deliver a state plan to each governor. Mr. Buchanan then explained that FirstNet currently is in the initial phases of the state consultation process. As such, FirstNet has sent Packages to the states; one portion of the Package requested that states provide FirstNet with a host of information (e.g., information on governance structure and outreach plan) that will assist FirstNet in preparing for the initial consultation meeting. FirstNet has received information from four (4) states thus far and is reviewing the information provided therein. FirstNet is also participating in conference calls with each state to gain an understanding of their unique characteristics. Mr. Buchanan and Mr. Reed then responded to questions from meeting attendees.

**Rich Reed, Director of State Plans.** Mr. Reed explained that FirstNet will have to engage in time-consuming, significant efforts before it is prepared to deliver the state plans.

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**FIRSTNET OUTREACH UPDATE**

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Following the FirstNet State Consultation Update and Discussion, FirstNet's Director of Outreach Amanda Hilliard provided an update on FirstNet's outreach efforts. This section provides an overview of Ms. Hilliard's remarks.

**Amanda Hilliard, Director of Outreach.** Ms. Hilliard discussed the top priorities of the Outreach division which includes hiring staff, developing a stakeholder engagement and outreach strategy, and procuring and rolling out a customer relationship management system. Ms. Hilliard solicited feedback from PSAC members on whether they were satisfied with the frequency of informational updates provided by FirstNet. Ms. Hilliard also explained that FirstNet recently began to provide email briefings to PSAC members regarding outreach efforts, and will continue doing so on a regular basis. Ms. Hilliard then stated that in the future, FirstNet will schedule additional briefings for FirstNet leadership and Chief McEwen to engage directly with the Washington, D.C.-based representatives of the various PSAC organizations as feedback was positive on the April briefing. Ms. Hilliard encouraged PSAC members to keep their respective organizations informed on FirstNet activities. In regard to messaging, Ms. Hilliard stated that the Outreach division has become aware that additional work needs to be done to inform stakeholders about FirstNet. As such, staff members are tailoring messaging materials to reach a wider audience. The Outreach Division will use various mediums to facilitate such messaging efforts.

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**PUBLIC SAFETY COMMUNICATIONS RESEARCH (PSCR) PROGRAM ROADMAP  
CRITERIA OVERVIEW AND FEEDBACK**

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Following the FirstNet Outreach Update, Dereck Orr with the PSCR program vetted and updated the November 2013 Research and Development Roadmap workshop criteria with the PSAC. This section provides an overview of this portion of the meeting.

**Dereck Orr, PSCR Program Manager.** PSCR is engaged in research and development (R&D) efforts designed to determine what the nationwide public safety broadband network (NPSBN) will look like 10-15 years from now, the technology gaps that might exist, and how to address such gaps. PSCR's R&D



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efforts will ensure that the NPSBN is positioned to operate as efficiently and effectively as possible in the future. To determine how best to utilize its limited resources in conducting this R&D, PSCR solicited and obtained relevant feedback from members of the public safety and industry communities during a meeting last November. PSCR now intends to leverage the PSAC’s expertise for this purpose. Accordingly, Mr. Orr directed PSAC members to break out into groups and assign priority to a list of relevant criteria (e.g., cost of investment) for the purpose of informing PSCR’s R&D roadmap. Each group reported its conclusions at the end of the exercise. The assigned criteria weight was compiled in an Excel file that was on shared display, which calculated the average and standard deviation to determine if the final weighting and percentage distribution reflected the PSAC’s input. Figure 2 demonstrates the results of the exercise. The conclusions varied among the groups, and participants discussed possible reasons for this variation.

Criteria	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6	Average	Standard Deviation
Leverage	15	20	8	15	10	5	12.2	5.49
Feasibility	5	20	24	14	16	15	15.7	6.41
Results/Rewards	25	15	18	12	13	15	16.3	4.72
Impact on PS Processes	20	15	14	25	13	25	18.7	5.47
Uniqueness to PS	5	5	26	10	16	0	10.3	9.40
Cost of Investment	10	5	5	12	16	10	9.7	4.23
Cost of Ownership	20	20	5	12	16	30	17.2	8.45
SUM	100	100	100	100	100	100	100.00	

*Figure 2. PSAC Weighted Criteria Results*

The exercise and results generated interest from PSAC members to conduct another test run to decrease the variability of each group interpreting the criteria definitions in their own way. For example, one group defined the “unique to public safety” criteria as something highly public-safety related (e.g., mission critical push-to-talk) which a commercial carrier may not be interested in working on due to the inability to monetize the resulting product to the general public. Mr. Orr offered to work with his team to come up with a “test” or “game” or “example” scenario to decrease the criteria definition variability.

**CLOSING PSAC DISCUSSION**

Following the PSCR Program Roadmap Criteria Overview and Feedback segment, Chief McEwen thanked participants for attending the PSAC meeting.

**New Action Items for June 2, 2014**

Description	Status	Owner
Distribute the “FirstNet by the Numbers” poster developed by the state of Oregon	Complete (distributed on	FirstNet Outreach/



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Description	Status	Owner
	06/10/14)	PSAC EC
Develop additional weighted criteria exercise (with a scenario/example); set up a webinar to discuss the results	In Progress	PSCR



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**Appendix 1: Meeting Participants**

<b>PSAC EC Members</b>	
Harlin McEwen	Chair, International Association of Chiefs of Police
Bill McCammon	Vice Chair, Metropolitan Fire Chiefs Association
Paul Patrick	Vice Chair, National Association of State EMS Officials
Tom Sorley	Vice Chair, U.S. Conference of Mayors
Thomas MacLellan	Vice Chair, National Governors Association
<b>PSAC Committee Members</b>	
Phillip R. Mann	American Public Works Association
Terry Hall	Association of Public-Safety Communications Officials-International
Vicki Lee	FirstNet
Paul M. Leary	Forestry Conservation Communications Association
Christopher Lombard	Interagency Board
Joseph R. Sastre	International Association of Emergency Managers
Patrick Neville	Major Cities (Police) Chiefs Association
Raymond Flynn	Major County Sheriffs' Association
Mel Maier	Major County Sheriffs' Association
Timothy Loewenstein	National Association of Counties
Don Lundy	National Association of Emergency Medical Technicians
Darryl Ackley	National Association of State Chief Information Officers
Richard Taylor	National Association of State 9-1-1 Administrators
Charlie Sasser	National Association of State Technology Directors
Barry Fraser	National Association of Telecommunications Officers & Advisors
Richard Broncheau	National Congress of American Indians
Bonnie B. Maney	National Consortium of Justice Information Statistics (SEARCH)
Michael Varney	National Council of Statewide Interoperability Coordinators
John M. Sweeney	National Criminal Justice Association



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Jonathan Olson	National EMS Management Association
Trey Forgety	National Emergency Number Association
Scott Somers	National League of Cities
Douglas Aiken	National Public Safety Telecommunications Council
Mike Worrell	At-Large, Fire Non-Management First Line Responder
Steven H. Proctor	At-Large, SAFECOM EC
<b>Federal Participants</b>	
Larry Strickling	NTIA, Communications and Information, Assistant Secretary
Stephen Fletcher	NTIA, Office of Public Safety Communications, Associate Administrator
Ron Hewitt	DHS, Director of the Office of Emergency Communications (OEC)
Ken Bradley	DHS, OEC
Dereck Orr	PSCR Program Manager
<b>FirstNet Board Members, Staff, and Technical Team</b>	
Sue Swenson	Board Chair
Sam Ginn	Board Member (Former Chair)
Suzanne Spaulding	Board Member (DHS Secretary's Designee)
Ron Davis	Board Member (Department of Justice, Attorney General's Designee)
Chuck Dowd	Board Member
Paul Fitzgerald	Board Member
Jeff Johnson	Board Member
Kevin McGinnis	Board Member
TJ Kennedy	Deputy General Manager
Stuart Kupinsky	Chief Counsel
David Buchannan	Director of State Consultation
Amanda Hilliard	Director of Outreach
Ed Parkinson	Director of Government Affairs
Rich Reed	Director of State Plans
Ali Afrashteh	Chief Technical Officer



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Ryan Oremland	Deputy Director of Communications
Natasha Coates	Attorney-Advisor
Paul Anuszkiewicz	Technical Consultant
Chuck Shaughnessy	Technical Consultant
Scott Fox	Lead Consultant
<b>Guests</b>	
Todd Early	Early Builders Advisory Council (EBAC)
<b>Absent PSAC Members (Excused)</b>	
Paul J. Steinman	American Association of State Highway & Transportation Officials
Jimmy Gianato	Governors Homeland Security Advisors Council
Chief Gary McCarraher	International Association of Fire Chiefs
Mark Ryckman	International City/County Management Association
Paul Szoc	International Municipal Signal Association
Assistant Sheriff Joe Lombardo	Major Cities (Police) Chiefs Association (Stepping Down)
Steve Cassano	National Association of Regional Councils
Daniel A. Eaton	National Conference of State Legislatures
Sheriff Larry D. Amerson	National Sheriffs' Association
Rory Neslund	At-Large, Police Non-Management First Line Responder
Major James Mann	At-Large, Police Non-Management First Line Responder
<b>Absent PSAC Members</b>	
Ken Mallette	National Emergency Management Association
<b>PSAC Support</b>	
Julie Brunelle	DHS, OEC Support
Michael Burney	DHS, OEC Support
Lauren Moccia	DHS, OEC Support