

UNITED STATES OF AMERICA

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FEDERAL COMMUNICATIONS COMMISSION

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WIRELESS E911 COORDINATION INITIATIVE

INAUGURAL MEETING

+ + + + +

TUESDAY,

APRIL 29, 2003

+ + + + +

The meeting was held at 9:00 a.m. in the
Commission Meeting Room, Room TW-C305, 445 12th
Street, SW, Washington, D.C.

ROUNDTABLE PARTICIPANTS:

MICHAEL ALTSCHUL
EVELYN BAILEY
GREGORY BALLENTINE
CARESSA BENNET
HONORABLE TIM BERRY
CHARLES DAVIDSON
SARALYN DOTY
THOMAS DUNLEAVY
NORMAN FORSHEE
ANTHONY HAYNES
BILL HINKLE
ELIZABETH HOFFMAN
LAVERNE HOGAN
DAVID JONES
ELIZABETH KOHLER
KARL KORSMO
LARRY KREVOR
TOM LATINO
SHARON MAHONEY
FRAN MALNATI
STEVE MARZOLF
CHARLES MCKEE
JOHN MELCHER

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ROUNDTABLE PARTICIPANTS: (CONT.)

SUSAN MILLER
JACKIE MINES
JIM NIXON
MICHAEL O'CONNOR
MIKE PEDIGO
ERNIE PETERSON
JOAN SHORES
GREGORY STRUNK
RICHARD TAYLOR

PRESENT FROM THE FCC:

MICHAEL POWELL	Chairman
KATHLEEN ABERNATHY	Commissioner
JONATHAN ADELSTEIN	Commissioner
MICHAEL COPPS	Commissioner
KEVIN MARTIN	Commissioner
JOHN MULETA	Chief, Wireless Telecommunications Bureau
K. DANE SNOWDEN	Chief, Consumer and Governmental Affairs Bureau
DAVIS SOLOMON	Chief, Enforcement Bureau

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P-R-O-C-E-E-D-I-N-G-S

9:03 a.m.

MR. MULETA: Good morning everybody. This is the first meeting of the Commission's E911 Coordination Initiative. I'm John Muleta, Chief of the Wireless Telecommunications Bureau. What I wanted to do before turning it over to the Chairman was run over a few housekeeping items since this will be a long day.

First of all, we have an official timekeeper here to my right, Leon Jackler, who will give all the speakers a one minute warning before their time is up. The warning will be shown as a yellow light on the timekeeping instrument up here for those speakers that come up here. We have only one scheduled break which is a lunch break between 12:45 p.m. and 1:45 p.m.

There are two cafeterias in the Courtyard area which on the elevator is CY. Both are open to the public. For the really important detail, the bathrooms are towards the back and towards the checkpoint that you came through. If you have not signed in somehow, we ask that you do so to get an accurate count. We're talking about the sign up in the back where you get the nametags, so please do

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1 that. We're trying to make sure that we have all the
2 people identified and also gage the interest in the
3 coordination initiative.

4 If the room does fill up and you have
5 other people joining you at a later time, there is an
6 overflow room with a closed circuit television. The
7 room is TW-C438/468. Those are two rooms. If there
8 are any questions as to how to get to them or direct
9 the people, just talk to the people that are in the
10 back that are helping with this meeting.

11 Another key point. Again if you have
12 people that want to participate or want to watch the
13 initiative, the meeting is being webcast on the
14 Commission's website. It's also being transcribed by
15 a Court Reporter for the submission into the E911
16 docket. That said, I will turn it over to Chairman
17 Michael Powell.

18 CHAIRMAN POWELL: Thank you, John.
19 Welcome and good morning to everybody. All you have
20 to do is look out at all of these people and realize
21 this is a group that could use some coordinating. As
22 evidenced by the fact that there's no break, there's a
23 lot of work to do apparently.

24 It is my pleasure to welcome you.
25 Fortunately, we have a remarkable collection of

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1 expertise today; wireless and wireline carriers large
2 and small, public safety organizations and state
3 emergency services boards, state public utility
4 commissions and state legislatures. All of them will
5 need to be pulling hard on this oar to accomplish this
6 great task. I'd like to welcome those PSAPs and other
7 interested parties who are watching this meeting via
8 the Internet.

9 Before I give some formal remarks, I want
10 to acknowledge the remarkable work of the Wireless
11 Telecommunications Bureau, especially the Data
12 Management and Policy Divisions and the CGB staff that
13 have made today's events possible. They have really
14 done remarkable work. In particular, I want to thank
15 Lauren Kravetz and Jennifer Tomchin of the Wireless
16 Bureau for their relentless efforts that they have
17 done today to make this event a success. It's
18 particularly remarkable since it is Lauren's birthday.
19 Happy Birthday, Lauren.

20 (Applause.)

21 CHAIRMAN POWELL: It's the only leave form
22 I've turned down the whole time I've been here. It's
23 good to have you here on your birthday. I have spoken
24 at great length about the importance of the digital
25 migration that is underway across America. I've also

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1 detailed my strong commitment to the Commission's
2 public policy/public safety licensees and their
3 homeland security responsibilities.

4 The E911 challenge marries these twin
5 policy goals. That is we must work together to move
6 wireless carriers, manufacturers, consumers along the
7 migration trail for E911 capability while ensuring
8 that the necessary ILEC capabilities are made
9 available in a timely manner on financially reasonable
10 terms. Of course, all of this does not advance the
11 public interest unless the public safety community is
12 technologically capable of processing the information
13 produced by the E911 Phase II technology.

14 Dale Hatfield, in his report, did an
15 extraordinary job in detailing this challenge. Once
16 again, I would like to thank him and Leon Jackler of
17 the Wireless Bureau on their extraordinary work that
18 has help prompted our actions here today. This event
19 is largely an outgrowth of their efforts.

20 E911 coordination initiative is attracting
21 attention at the highest levels throughout government.

22 As you know, Congress has recently created a
23 bipartisan Congressional E911 Caucus to focus on these
24 very issues. I want to acknowledge the leadership of
25 Senators Burns and Clinton and Representatives Eshoo

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1 and Shimkus on this important issue as well.

2 In addition to the leadership from The
3 Hill, the Bush Administration has worked very
4 aggressively to help spread deployment. With us today
5 is NTI Administrator Nancy Victory. In addition, I
6 know we also have representatives from DHS, GAO, and
7 DOT with us today. I want to thank them for being
8 here as well.

9 Today we will launch what I hope will be a
10 new era of coordination in the E911 debate. Everyone
11 in this room has been a part of the debates and
12 controversies that have led us here today. But as we
13 gather here, it strikes me that we share an
14 extraordinary number of common goals that should
15 provide a solid foundation for this era of
16 cooperation.

17 First, it seems to me that we are all
18 committed to bringing the benefits of E911 technology
19 to as many Americans as possible and as quickly as is
20 practical. We all recognize that such an effort
21 requires extensive coordination and cooperation among
22 all of the parties, government, PSAPs, carriers, ILECs
23 and the public. Third, we all believe that resources
24 should be deployed for E911 in such a way that every
25 dollar spent helps to save lives.

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1 We all believe that consumers need to know
2 and understand what is possible from E911 and when to
3 expect it. We all believe that parties should not
4 obstruct E911 deployment based on unnecessary delay or
5 procedural gamesmanship at the state or federal level
6 either. The coordination initiative is just that. It
7 is designed to initiate coordination between and among
8 all of the parties so that this new era of cooperation
9 will take root and grow.

10 This approach grew in large part from
11 Dale's report as I said, but it is informed by the
12 fact that I believe and the 911 Act contemplates that
13 the Commission should play a coordination and
14 clearinghouse role in this undertaking. We cannot
15 solve all of the problems of E911, but we can pull
16 together all of the players who can make the E911
17 process work better.

18 This challenge must be met because E911
19 will play an extraordinarily significant part in the
20 lives of Americans. Increasingly, 911 calls are being
21 made from wireless phones. PSAPs report that they now
22 receive 30 to 50 percent of emergency calls from
23 wireless phones and that percentage will only go up.
24 It is essential that first responders be able to
25 locate those 911 callers.

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1 We have made significant progress in the
2 past year. According to the most recent data, Phase
3 II information is being provided today by at least one
4 wireless carrier on 911 calls in approximately 125
5 markets across the country to more than 300 PSAPs.
6 Deployment of Phase II by multiple carriers has been
7 reported in the states of Rhode Island and Vermont.

8 Moreover, major municipal deployments have
9 occurred in an array of other states including
10 Illinois, Indiana, Kansas, North Carolina, South
11 Carolina, Texas and my home state of Virginia. We
12 specifically sought out presenters and roundtable
13 participants for today's meeting from these key areas.

14 We appreciate your time and effort in being here with
15 us today.

16 Every nationwide carrier using handset
17 based approach is offering at least one location-
18 capable handset model in accordance with applicable
19 benchmarks. Both Sprint and Verizon offer their
20 customers at least ten different GPS-enabled handsets.

21 Every nationwide carrier using a handset based
22 approach is offering at least one location-capable
23 handset model in accordance with applicable
24 benchmarks.

25 Further, we have seen further progress in

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1 bringing Phase I online. In particular, I'd like to
2 recognize the efforts of the wireless carriers. Over
3 the course of the past few years, the tone and focus
4 of the carriers have shifted from questioning the
5 wireless E911 mandate to putting the technology in
6 place and making it a reality in a small but growing
7 number of localities. The most recent quarterly
8 report showed increased momentum in deployment. I
9 have every confidence that these numbers will show
10 significant further improvement when we receive the
11 May 1 quarterly report shortly.

12 That brings us to today. We have an
13 ambitious agenda to sort out what has worked and get
14 people sharing information and ideas to cooperate in
15 advance of our common goals. Many of the issues we'll
16 be discussing today are those raised by Mr. Hatfield
17 in his report; namely that wireless carrier
18 implementation, focusing on how wireless carriers and
19 PSAPs in state and local governments have successfully
20 resolved the issues of wireless carrier implementation
21 issues, PSAP funding and operation, focusing on how
22 certain states have been able to fund E911 deployment,
23 LEC issues, focusing on how parties have resolved
24 issues regarding the roles and responsibilities of
25 wireless carriers, LECs and PSAPs and rural issues,

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1 focusing on the particular challenges facing rural
2 wireless carriers and PSAPs in rural areas.

3 The FCC E911 coordination initiative is
4 not the only attempt to bring together groups of
5 stakeholders to cooperate in building solutions. In
6 one of the sessions later this morning, we'll hear
7 from a cross section of other such collaborative
8 efforts including the National Emergency Number
9 Association and its strategic wireless action team
10 initiative, APCO on its Project Locate, the Emergency
11 Services Interconnection Form which is a partnership
12 between NENA and the industry sponsored Alliance for
13 Telecommunications Industry Solutions, and the
14 Department of Transportation's Wireless E911 Steering
15 Council.

16 Our intent here today is to recognize and
17 build upon the hard work and critical thinking that
18 has been developed through these initiatives. Indeed,
19 we do not want to duplicate or diminish these efforts
20 in any way. Rather, we want to build on them and
21 together make the E911 process work smarter and
22 better. I'm proud to be a part of that effort.

23 Now it is my distinct pleasure to call up
24 our first speaker today, Dale Hatfield, who is an
25 independent expert who is tasked with looking into the

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1 technical and operational impediments to deployment.
2 Dale will speak today about some of the key findings
3 and recommendations in the report. I thank you for
4 coming to the Commission today. I thank you for your
5 service. I look forward to making a significant
6 contribution in this effort. Dale.

7 (Applause.)

8 MR. HATFIELD: Thank you very much, Mr.
9 Chairman, for the very kind introduction. I was
10 honored when the Commission originally chose me to
11 conduct the independent inquiry and to produce the
12 accompanying report on the technical and operational
13 issues impacting on the provisioning of wireless E911.
14 I'm again honored to be here today to participate in
15 this event.

16 The focus of my inquiry was on the future
17 of wireless E911 deployment including any obstacles to
18 deployment and the steps that might be taken to
19 overcome or minimize them. As it turns out, it was
20 just over a year ago that many of us gathered in this
21 same room to kick off that inquiry. Over the
22 succeeding months, I held literally scores of meetings
23 with literally hundreds of people all devoted to
24 increasing the safety of the American public.

25 As most of you probably know, the report

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1 that we prepared was delivered to the Commission last
2 October. I've been generally very pleased with the
3 reaction that it's generated. Because of the limited
4 time and the fact that many if not most of you are
5 somewhat familiar with the report, I will not go into
6 any detail on my findings and recommendations.
7 Rather, I will present a brief overview and
8 commentaries on what I feel are the most important
9 points.

10 In the findings section of the report, I
11 noted the strong federal interest in the nationwide
12 availability of E911 and on that basis recommended
13 that there be increased coordination between and among
14 federal agencies. The events of the recent past have
15 clearly demonstrated that E911 is not just an issue of
16 safety of life and property but one of critical
17 importance to homeland security as well. Given the
18 increasing proportion of calls originating from
19 wireless devices and the growing substitution of
20 wireless phones for wireline phones, the need for a
21 rapid deployment of wireless E911 becomes more obvious
22 every day.

23 Stated another way, E911 is not some
24 sideshow. It's an essential part of our nation's
25 emergency communications infrastructure. Indeed,

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1 since the submission of the report, I have gained an
2 even greater appreciation of its relationship to not
3 only homeland security but to telematics, for example,
4 automatic crash notification systems, hazard material
5 or HAZMAT truck incidents, and weather events as well.

6 Recently I had somebody call me and describe a
7 product that would detect cardiac incidents and
8 actually report that with latitude and longitude
9 attached to the information.

10 In the findings, I raised concerns about
11 the technical limitations associated with the existing
12 wireline and wireless E911 infrastructure and
13 especially with its ability to evolve smoothly and
14 efficiently to address some of these emerging
15 requirements. This morning I would merely stress the
16 need for a modern infrastructure that is not only
17 capable of efficiently and effectively handling
18 traditional wireline and wireless calls but one whose
19 overall architecture facilitates the exchange of
20 evolving types of emergency communications information
21 between and among federal, state, and local agencies
22 and the public that they serve.

23 I might add we need an architecture that
24 remains true to our other public policy values such as
25 competitive and technical neutrality and reliance to

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1 the maximum extent possible on competitive marketplace
2 forces. This last commentary leads me to another
3 major finding of the report. As I stated in the
4 report when I undertook the inquiry on behalf of the
5 Commission, I was already somewhat aware of what was
6 involved from my being here.

7 As I dug into the subject deeper and
8 deeper, what really struck me was the overall
9 complexity of the undertaking. As I pointed out a
10 moment ago, a variety of critical, technical, and
11 operational choices including critical decisions
12 relating to network architectures must be made to
13 ensure the reliable and seamless E911 system
14 contemplated by Congress when it passed the 911 Act.

15 The complexity, of course, stems from the
16 fact that there's no single decision-maker, no master
17 architect if you will, for emergency communication
18 systems. Instead, decision-making of this type is
19 spread over a large number of stakeholders in multiple
20 jurisdictions. Because of the total number of
21 stakeholders involved, for the complexity of the
22 interrelationships among the stakeholders and the
23 incentives and constraints on those stakeholders, I
24 concluded in the report, not surprising perhaps, that
25 an unusually high degree of coordination and

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1 cooperation among public and private entities will be
2 required if this nation is going to have the type of
3 modern infrastructure I described and I believe that
4 the Congress envisioned in passing the 911 Act.

5 In the report, I pointed specifically to
6 the need for coordination and corroboration among all
7 stakeholders, public and private, in such areas as
8 overall systems engineering, project management, and
9 the development and adoption of standards. In another
10 of the findings, I expressed concern that the roll-out
11 of wireless E911 service was being hampered by the
12 lack of funding and other resources for public safety
13 access providers or PSAPs in many jurisdictions across
14 the country.

15 I pointed specifically to the lack of
16 cross recovery mechanisms, the lack of a champion
17 within the federal government, and residual awareness
18 and readiness issues within the PSAP community itself.

19 Unfortunately perhaps in the report, I used the term
20 "PSAP fatigue." I think my phone rang immediately the
21 next morning. It was taken a little bit as some sort
22 of a criticism of PSAP efforts. I want to say here
23 exactly the opposite was true. It was meant to point
24 out that they, our PSAPs, need more support in
25 shouldering an enormous burden.

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1 Another of the findings in the report
2 related to the role of the incumbent local exchange
3 carriers, the ILECs, in the provision of E911
4 services. I found that despite the central role that
5 these carriers play in some implementations of E911
6 services their responsibilities had not been defined
7 either in terms of their technical requirements or in
8 terms of cross recovery.

9 Lastly, I found that there appeared to be
10 a lack of well accepted standardized tests for
11 determining compliance with the Commission's accuracy
12 requirements including issues regarding geographic
13 averaging. I went on to express the concerns that
14 this uncertainty could ultimately prove to be an
15 impediment to the more rapid deployment of wireless
16 E911 systems.

17 In light of those findings, I made several
18 recommendations to the Commission. I'll just briefly
19 mention them here. First, recognizing both the strong
20 federal interest in the nationwide availability of
21 E911 and the somewhat limiting scope of the
22 Commission's jurisdiction. I recommended to the
23 Commission working more closely with other federal
24 agencies to encourage a coordinated approach in
25 dealing with issues associated with the deployment of

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1 wireless E911.

2 More specifically, I recommended that it
3 work with the Administration and particularly the
4 then-nascent Department of Homeland Security to
5 establish what I referred to as a national E911
6 program office. As I envisioned it at the time, the
7 office within DHS would serve as a resource and
8 advocate, a champion if you will, to the nation's
9 first responders on the issue of 911 deployment.

10 Second, I recommended that the Commission
11 increase its own oversight of the efforts of E911
12 during this critical phase of deployment. To that
13 end, I recommended that the Commission establish a
14 formal advisory committee that would address the
15 technical framework and longer-term network
16 architecture issues associated with the further
17 development and deployment of E911.

18 Third, noting that my findings suggested
19 that in at least some situations deployment of
20 wireless E911 may be hampered by lack of coordination
21 and dialogue among stakeholders groups, I recommended
22 that the Commission establish an information
23 clearinghouse, for lack of a better term, that would
24 collect and dissemination information critical to
25 deployment so the stakeholders could better coordinate

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1 with one another. I also recommended the Commission
2 work with and appropriately support the efforts of
3 public, private, and joint efforts aimed at speeding
4 the role out.

5 Let me digress briefly to say that since
6 the publication of the report I have been gratified to
7 see what I perceive as an overall increase in such
8 coordination and communications among stakeholders and
9 a general increase in the level of priority and
10 awareness of the importance of E911 among policy-
11 makers, industry, and the general public. In addition
12 to the Commission's own wireless E911 coordination
13 initiative which brings us here today, we are seeing
14 other activities which I understand will be described
15 in more detail that include DOT's wireless E911
16 Steering Council, the ESIF or Emergency Services
17 Interconnection Forum jointly sponsored by ATIS and
18 NENA, the Association of Public Safety Communications
19 Official's Project Locate, and NENA's strategic
20 wireless action team or SWAT initiative.

21 The latter for example provides a forum
22 for communications among public safety organizations,
23 wireless carriers, wireline carriers, state
24 representatives, and other participants. As I
25 understand it, the course of action that they are

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1 following is intended to build on the input of the
2 various stakeholders and to develop consensus
3 recommendations among the various parties.

4 Significantly, in my mind, it includes the resources
5 to conduct supporting analyses to inform and shape the
6 process. While I cannot and should not endorse any of
7 the results that they are obtaining, I do believe that
8 it represents the cooperative process which is
9 required for sustainable progress in E911 deployment
10 in an extremely complex environment.

11 Returning to my recommendations. My
12 fourth suggestion was the development of industry-wide
13 procedures for testing and certification for wireless
14 E911 systems to ensure that they do indeed meet the
15 Commission's accuracy requirements. I also
16 recommended the Commission undertake to more clearly
17 define those requirements to eliminate any remaining
18 uncertainty as to what constitutes compliance.

19 I will close by noting again this is a
20 very brief overview of what is contained in the
21 report. I'm glad to say that some of the developments
22 that I have touched upon here this morning and others
23 we will hear about more later today have already made
24 portions of my report outdated. I do understand that
25 PSAPs, serving about 35 million Americans, are now

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1 providing Phase II capabilities with at least one
2 carrier. Despite substantial progress however I have
3 seen figures that suggest we have a long way to go,
4 namely seven years after the rules were passed and two
5 full years after they could have written their formal
6 Phase II request letters, PSAPs representing over half
7 of the population have not yet done so. I'm not sure
8 of that number, but that's one number I did see.

9 The public safety agencies and the public
10 they serve are facing a Swiss cheese situation where a
11 caller can be found in one city but not an adjoining
12 suburb. Even worse, at the switch of a wireless
13 company or its vendor, the exact location may be known
14 but the information may not be displayed to first
15 responders because the necessary upgrades for the PSAP
16 equipment have not been made.

17 We need the benefit of the best possible
18 thinking on how we can accelerate our deployment of
19 wireless E911. I'm personally looking forward to
20 hearing more about current best practices and
21 innovative ideas for accelerating the deployment over
22 the balance of the meeting. Before I turn the podium
23 over to Commissioner Martin, I would like to
24 personally and publicly thank all the members of the
25 different stakeholder groups that were so helpful to

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1 me in the preparation of the report that I delivered
2 to the Commission. I mean that with absolute
3 sincerity. I had a remarkable amount of cooperation
4 in the preparation of the report.

5 Very quickly, I would also like to thank
6 two specific individuals for their help. Chairman
7 Powell already mentioned Leon Jackler of the Wireless
8 Telecom Bureau. He was absolutely tireless and
9 provided me with wise counsel throughout the process
10 leading right up to my coming up here to the podium.
11 He's just been a super help to me.

12 The second person I would like to
13 acknowledge is Sukumar Dwarkanath, my research
14 assistant at the University of Colorado. After
15 helping me with the inquiry, Sukumar used the
16 experience gained to produce a very interesting thesis
17 on how emergency communication services might be
18 improved in his home country of India. With that,
19 it's now my honor to turn the podium over to
20 Commissioner Martin who will be convening our first
21 panel.

22 (Applause.)

23 COMMISSIONER MARTIN: Good morning
24 everyone. Thank you, Dale, for all of your work in
25 this regard. The other presenters were going to join

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1 me up here. As we have all just heard, Dale's report
2 contains a number of important insights. I think that
3 none are more important than his conclusions that E911
4 deployment will ultimately require an unusually high
5 degree of coordination and cooperation among all of
6 the stakeholders.

7 I strongly agree with this point. In
8 other words, it's not enough for just the Commission
9 to aggressively enforce our E911 deadlines. We must
10 continue to do that. We must also move beyond the
11 finds and finger-pointings to work cooperatively with
12 all of the parties involved. For example, if the
13 PSAPs are unable to process location data sent by a
14 carrier, the carrier's tracking capabilities become
15 moot. The same is true if the LEC fails to make
16 necessary upgrades.

17 All of the stakeholders, the PSAPs, the
18 equipment makers, wireless carriers, the LECs, the
19 state PUCs all must coordinate their efforts. In that
20 regard, I'm particularly grateful for the tremendous
21 efforts of some of the groups who are here today to
22 speak. They have been focused on bringing parties
23 together to speed the deployment. I have personally
24 worked with a number of them. I'm thrilled with the
25 work that they are doing.

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1 The Commission's goal in convening this
2 forum is not to duplicate those efforts but instead to
3 build upon them. First, we will hear from John
4 Melcher, the president of NENA, on NENA's strategic
5 wireless action teams. The SWAT initiative brings
6 together national leaders from public safety, finance,
7 policy, technology, and the government to establish
8 priorities and benchmarks for 911 systems. Among
9 other things, the SWAT initiative conducts essential
10 outreach and provides support for E911 deployment
11 across the country.

12 We'll then hear from Bill Hinkle, chairman
13 of APCO's Project Locate and chairman of APCO's Public
14 Safety Foundation of America. APCO's Project Locate
15 helps PSAPs file requests for Phase II service. It
16 also works to promote communication between PSAPs and
17 wireless carriers. By gathering and sharing
18 information with PSAPs, it helps spot recurring issues
19 that require national attention. APCO's Public Safety
20 Foundation of America receives and distributes grant
21 money for public safety agencies. The foundation
22 makes awards for large scale projects designed to
23 encourage state-wide implementation and funds projects
24 for individual PSAPs.

25 We'll then hear from Susan Miller,

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1 president and CEO of the Alliance for
2 Telecommunications Industry Solutions or ATIS. This
3 is Emergency Services Interconnection Forum or ESIF.
4 It's hard to keep up with all of these. ESIF serves
5 as a venue for the telecommunications industry, public
6 safety and other stakeholders to resolve technical
7 issues related to interconnection of telephony and
8 emergency service networks.

9 Finally, we will hear from Evelyn Bailey,
10 chair of the steering committee of the U.S. Department
11 of Transportation's Wireless E911 initiative. This
12 initiative brings national leadership to the E911
13 issue providing technical assistance, guidance, and
14 training. It also engages the nation's leading
15 information technology experts in examining the
16 technological approach to E911.

17 I want to personally thank each of the
18 groups and their representatives that are here today
19 for doing all that they can and for being with us to
20 share their work and let us all learn from that going
21 forward. With that, I would like to start by asking
22 John Melcher to tell us about the SWAT initiative.

23 MR. MELCHER: Thank you, Commissioner
24 Martin. Welcome to the class reunion of the Class of
25 94-102. I'm John Melcher. I'm not your host, but I'm

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1 proud to be an alumnus of the class of 94-102. When
2 all of this started back in '92 and '93, the State of
3 Texas Attorney General's office filed a petition for
4 reconsideration when the PCS bands were opening up for
5 auction.

6 We figured we had not signed much of a
7 success story on locating wireless callers to 911 in
8 the 800 megahertz spectrum. Why are we doing this in
9 the higher bands before we solve it and the lower
10 bands? That brings us to where we are today, the
11 first petition and all of the subsequent efforts that
12 have gone on.

13 It's very appropriate to applaud the
14 Commission's efforts for hanging a target on the wall.

15 It was a very bold and brave and highly controversial
16 move that led to the first rule makings. But it was
17 truly an effort that was blessed because it caused so
18 many things to happen. As you know, most everyone
19 here in this room has a lot of history with this.
20 There's been a lot of progress. There's also been a
21 lot of challenges and a lot of hurdles.

22 So I would like to talk a little bit about
23 the National Emergency Number Association and what our
24 organization is doing to help bring closure to some of
25 these issues and help spread the proliferation of

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1 wireless E911. You'll hear from a lot of experts
2 today. Everyone in this room has a role to play.
3 Everyone's role is very valuable in that everybody
4 brings a contribution. That's what we would like to
5 focus on. What the SWAT initiative is all about is
6 focusing on those contributions, the can dos not the
7 can't dos.

8 Early on, the wireless carriers did, as
9 Chairman Powell mentioned this morning, question and
10 even challenge the possibilities of bringing wireless
11 911 to bear. In the old days, the public safety
12 community saw the wireless community as a bunch of
13 whining carpetbaggers. You are making all of this
14 money. Why don't you just do something about it?
15 Throw money at it. That will fix it.

16 But the public safety community has grown
17 quite immensely and has matured an incredible amount
18 over the last ten years because we recognize that
19 we're not the only ones with challenges. Everyone has
20 challenges. The local exchange carriers have a vast
21 role to play here. They too must step up to the plate
22 as much as public safety and the wireless community
23 and all of those that serve us in some shape, form, or
24 fashion, those third party service providers.

25 The SWAT initiative was actually born of a

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1 desire to bring the appropriate intellect together to
2 solve problems. It wasn't about rehashing the past.
3 It certainly wasn't about recriminations or sending
4 anyone to the woodshed. It was more about what can we
5 do as opposed to what can't we do.

6 With other initiatives going on, the
7 Secretarial DOT initiative and with other forums, I'm
8 reminiscent just a bit of the first meeting that was
9 held with myself and Thera Bradshaw and a collection
10 of others. There was everybody who was anybody that
11 had anything to do with telecommunications and
12 regulations and legislation in the room. The
13 Secretary and the staff talked extensively about
14 wireless and how many lives it would save and we could
15 deploy it and where we were going to go and how we
16 were going to solve this problem and that all the
17 people in this room were the ones to make it happen.

18 Then at the end of one statement about
19 this is going to happen and it's going to happen very
20 fast most everyone in the room turned and looked at
21 Thera and I with the raised eyebrow signaling what are
22 you going to do about it. It occurred to us that we
23 could not do anything that was productive until public
24 safety got their act together. Those of us in public
25 safety had to coordinate with those outside of public

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1 safety to make sure that the corroborative effort was
2 a fruitful one.

3 So the SWAT initiative is actually
4 complementary to all of the other things that are
5 going on because it brings into bear what we often
6 refer to as the collective intellect. I should
7 explain that the SWAT team got its name by totally
8 backing into it. We sat around a board meeting one
9 day and said we need a SWAT team together. You put
10 the right people. You kick in the door. You free the
11 hostages. You make things happen.

12 So the name stuck. When we finally got
13 the whole thing coordinated and we got it funded and
14 we got it put together, we said now what are we going
15 to call this pig. For some reason, SWAT wouldn't go
16 away. So we had to back into it. We came up with all
17 kinds of permutations, some I cannot share in mixed
18 company, but the final outcome was Strategic Wireless
19 Action Team.

20 The team is actually broken into four
21 basic components. There's a technical team. There's
22 an operations team. There's a policy and a finance
23 team. These four teams make up the core of the SWAT
24 mission. Let me state for the record this is no
25 longer a technological challenge as far as does the

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1 technology exist or doesn't it. Everything we need to
2 accomplish this goal is sitting on the shelf today.
3 There will be improvements to our technology
4 certainly, but we are not lacking technology to make
5 something happen today.

6 One of the technical problems that we
7 encountered was 911 is incredibly fragmented. I
8 wanted so bad to get up here and let my opening
9 comment be what Dale said because Dale is absolutely
10 correct. We are piece-parted across the country. If
11 you are a wireless carrier or a local exchange carrier
12 with a huge multi state footprint, doing it 50
13 different ways in 50 different states doesn't make
14 sense. In some cases, there are many counties in a
15 state and they do it many different ways within a
16 state and that doesn't make sense either.

17 I would draw the contrast to the public
18 switch network and the long distance arena. In an
19 interexchange carrier mode, AT&T Long Distance, I'm
20 told, manages the whole country's telecommunications
21 and one-plus dialing on the AT&T network with some 85
22 or 90 switches. All of these switches are very
23 compatible.

24 They are networked together. They talk to
25 one another. They back each other up. That does not

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1 exist on the public safety side. For the selective
2 routing in this country, we have almost 800 switches.

3 That's too many and none of them talk to each other
4 in a fashion that would back each other up.

5 On the operations side, we can set best
6 practices and standards all day long but until you
7 educate the community about how those work you have
8 really not accomplished your job. So the operations
9 part of the SWAT team is tasked with doing that.

10 On the policy side, one of the reasons
11 that we have almost 800 selective routers in this
12 country today is because of LATA boundaries. Things
13 like LATA boundaries should not exist for 911 in
14 today's environment. Other types of inter-district or
15 inter-region or even inter-state requirements should
16 be lifted for 911 because 911 is sacred and special.
17 If we have the facilities in one place and the need in
18 another place, we should be able to string the wires
19 and make it happen.

20 On the finance side, it's about the money,
21 silly. One wants to say it's the economy, stupid.
22 But it's about the money, silly. So much effort has
23 been spent over the last several years to raise money
24 to make sure that wireless 911 is paid for. In this
25 effort, we find now that it's a matter of the ultimate

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1 example of bad timing.

2 In so many states, a savings account has
3 been built and only when the technology was available,
4 only when the carriers were ready to put spreadsheets
5 in front of the public safety community, only when the
6 local exchange carriers had the tariffs filed could
7 that money be spent. All of what I have talked about
8 just now is only occurring in the last few months, not
9 the last few years, but the last few months.

10 The local exchange carriers now have
11 tariffs in place. The wireless carriers now have
12 invoices that have real numbers on them that know how
13 much this is going to cost, so when the public safety
14 people go to get approval to spend this money, the
15 money is gone. So that is a huge and important issue
16 for us in public safety and must be addressed.

17 I would say that the SWAT initiative is
18 all about coming together with your piece of the
19 puzzle and with your ingredient to bake this cake.
20 Anyone who comes to the table with adamant
21 predispositions is not doing a fair job to the others
22 who are sitting around this table. Anyone who comes
23 to the table that cannot contribute but can only
24 complain is also not aiding in the final end solution.
25 It's all about collaboration. It's all about

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1 cooperation. It's about not only understanding your
2 needs but the needs of all of those around the table
3 so that we can take the collective intellect and make
4 something happen for the good of our citizens.

5 (Applause.)

6 COMMISSIONER MARTIN: Thank you, John.
7 Now I would like to introduce Bill Hinkle so we can
8 hear about some of APCO's efforts.

9 MR. HINKLE: Thank you, Commissioner, and
10 good morning. When APCO launched Project Locate on
11 April 11, 2001, it signaled a renewed commitment by
12 public safety to work with the wireless carriers in
13 our efforts to accelerate deployment of wireless
14 location technology.

15 One of our first initiatives in
16 cooperation with NENA and NASNA was to launch a series
17 of carrier meetings. These were meetings that were
18 being conducted leading up to the last round of
19 waivers that were granted. We also worked together to
20 conduct briefings before the Communications Commission
21 and also entered joint filings. We have shared and
22 participated in national conference briefings and in
23 our efforts to continue to help our public safety
24 community address the difficult questions that
25 remained with regards to the barriers preventing

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1 accelerated deployment.

2 One of the major components of Project
3 Locate was the identification of 50 model communities
4 located throughout the nation. These communities were
5 successful in helping us develop case studies for
6 deployment activity. They provided valuable data
7 detailing the complexities and the barriers of Phase
8 II deployment. We were able to produce special
9 reports detailing survey information provided by the
10 model communities and again to help us in our efforts
11 to help keep the Commission informed.

12 We helped PSAPs cut through some of the
13 bureaucratic barriers that seemed to be preventing
14 deployment. We were active in monitoring carrier
15 performance and working with the carriers conducted
16 state and local educational outreach programs. We
17 continue to promote support for state PSAPs and state
18 911 coordinators while providing national leadership
19 and monitoring federal legislative rule making and
20 funding initiatives.

21 We continue to work with those eight or
22 nine states that are still attempting to pass
23 legislative initiatives to provide funding for their
24 public safety communication systems. We facilitated
25 and continue to participate in informational programs

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1 and panel discussions such as this at national
2 stakeholder conferences. We have helped to coordinate
3 deployment activities with other groups to avoid
4 duplication and efforts with our limited resources.
5 Through the foundation which I will also be talking
6 about, we have been able to provide some strategic
7 funds to promote state-wide deployment initiatives
8 through the Public Safety Foundation of America.

9 One of our most successful events through
10 Project Locate has been the Wireless Resource Room
11 that we provide at our national conferences. These
12 are exclusive one-on-one meetings with Federal
13 Communications Commission representatives and the
14 wireless carriers.

15 Again in August, we're looking forward to
16 offering those same kinds of unique opportunities for
17 the average public safety director or manager to sit
18 down with a carrier or sit down with someone from the
19 Federal Communications Commission and have these one-
20 on-one discussions without having to make a trip to
21 Washington. So we look forward to providing this
22 unique opportunity again with the wireless bureau's
23 participation.

24 Someone once said that no one speaks for
25 public safety. Over the years, we have come to

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1 recognize that if we have any chance of working
2 through many of these national operational issues,
3 these bureaucratic and legal barriers that it has
4 necessitated that public safety make a major
5 commitment to coordinating our efforts. Through the
6 SWAT initiative and many other initiatives that you
7 will hear about today, we can demonstrate that APCO
8 and Project Locate have participated and are
9 supporting a number of national 911 initiatives
10 created to promote the deployment of wireless location
11 technology.

12 From Evelyn, you are going to hear about
13 the U.S. Department of Transportation. They are
14 actually sponsoring two programs. Evelyn will talk
15 about the wireless 911 Steering Council and that
16 initiative. There is also a Public Safety Advisory
17 Group. Representatives of that initiative are also
18 here today.

19 Through the Joint Program Office, the
20 Public Safety Advisory Group was established. To
21 date, we have been successful in encouraging the
22 Secretary of Transportation to make wireless location
23 technology an initiative in his administration. We
24 have also produced EMS perspectives on ITS
25 technologies.

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1 We have developed action items in the
2 interest of helping to integrate our public safety
3 communications systems into the ITS systems. We have
4 continued to participate with the U.S. DOT in national
5 conference development programs. We work with DOT in
6 producing trade press articles. We continue to look
7 for new opportunities with the United States
8 Department of Transportation to promote this
9 integration of wireless technology into the ITS
10 system.

11 We're proud to be a part of the NENA SWAT
12 initiative. I've had the unique opportunity to
13 participate in that program for a number of months
14 now. It has been a real creative opportunity for many
15 of the nation's leading experts in the public safety
16 communications industry to come together in a creative
17 think-tank environment to look for new and creative
18 ways to meet the challenges of wireless location
19 technology.

20 We've been an active participant in ATIS
21 and the ESIF study groups. We think that's a valuable
22 opportunity for groups like APCO. We have had an
23 opportunity to participate with the technology leaders
24 in our nation to provide technical standards to help
25 us simplify the process of integrating public safety

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1 communications technology into our public safety
2 systems.

3 We were very pleased to be part of a study
4 group that provided some clarification in a
5 verification program to satisfy the Richardson order
6 on verification requirements. That has been recently
7 published and posted on the ATIS/ESIF website. We
8 hope that by providing this clarification or
9 certification process for PSAPs that we will again
10 help to accelerate the implementation of wireless
11 technology.

12 I'm very proud to be part of the Public
13 Safety Foundation of America. This was created by
14 APCO as a unique vehicle to provide critically needed
15 funding directly to our PSAP community to further the
16 deployment of call-locating technology. Of course,
17 this money was made possible to us by a generous
18 contribution from Nextel Corporation.

19 The Public Safety Foundation of America is
20 making grants for PSAP equipment and technology,
21 planning and coordination which is one of our biggest
22 emphasis, strategic deployment initiatives, and
23 educational programs. We have created a website which
24 we encourage you to visit if you haven't already.
25 It's psfa.us.

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1 We are also proud of the national
2 associations that have come together to work with us,
3 to build integrity into this foundation, to ensure
4 that monies are being used appropriately, to fund our
5 public safety communications systems. We're pleased
6 to have participating as members of the advisory group
7 to the foundation the National League of Cities, the
8 National Association of Counties, the International
9 Association of Fire Chiefs, the National Governors
10 Association, the National Association of State EMS
11 Directors, NENA, and the International Association of
12 Chiefs of Police. They all hold seats on the advisory
13 committee.

14 We're very pleased today to announce that
15 in our first round of grants we had 80 applications
16 totaling \$27 million. Eight of them were for planning
17 and coordination, 64 for equipment and technology,
18 five for strategic deployment initiatives, and three
19 for education. In all, we ended up awarding 29
20 grants. We were very pleased that in awarding those
21 29 grants of \$2.5 million we were able to provide some
22 funding assistance and almost seed money in 20 states
23 throughout the nation. Some grants were as small as
24 \$5,500 which made a significant difference to some
25 small rural communities and up to \$500,000 to

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1 Anchorage, Alaska.

2 In the first quarter of this year, the
3 foundation is accepting grant applications. To date,
4 we have received 111 applications totaling \$31.5
5 million for additional funding requests. Obviously,
6 we are not going to be able to provide all of this
7 funding. Again, we hope that we'll be able to provide
8 some critical or strategic seed money that will help
9 some of these communities leverage other monies that
10 might be available through other sources in order to
11 help spur this deployment technology.

12 The Project Locate continues to support
13 all of the various national initiatives, but there are
14 still questions that obviously remain that we're all
15 struggling with particularly in a NENA SWAT
16 initiative. It's safe to say that traditionally
17 public safety services are constrained or advanced by
18 local government funding mechanisms with varying
19 degrees of success and failure.

20 One example of these are evidenced by the
21 170 some counties in America that still do not have
22 access to 911 services and the hundreds of others that
23 only have basic service because of their dependance on
24 local government funding. So the question is will
25 continued utilization of traditional PSAP funding

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1 models take decades to achieve universal wireless
2 coverage.

3 Knowing that non-traditional forms of
4 communications transcend local and state boundaries
5 and potentially local resources, as a nation, should
6 we attempt to build a national wireless 911 location
7 technology infrastructure using local government
8 funding as a model? Should there be a 911 role for
9 the federal government perhaps as part of Homeland
10 Security as a backbone? I pose the question.

11 The position in public safety to fully
12 utilize wireless telephone technology is an everyday
13 quality of life issue but also supports our national
14 security. Ladies and gentlemen, I think it's safe to
15 say that what makes our country great is our natural
16 tendency to raise our expectations when we see an
17 opportunity to use technology to save lives and reduce
18 pain and suffering.

19 As it's been stated by Chairman Powell, we
20 know that 50 percent or more of our calls coming into
21 our communication systems today are coming in from
22 cellular wireless telephone devices. We already know
23 that these devices save lives and reduce pain and
24 suffering. Thank you very much.

25 (Applause.)

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1 COMMISSIONER MARTIN: Thank you, Bill.

2 Now we'll hear from Susan Miller on ESIF's efforts.

3 MS. MILLER: Good morning. Thanks,
4 Commissioner Martin. I want to thank you for the
5 opportunity to discuss ATIS' leadership role regarding
6 enhanced 911 service for deployment for wireless
7 phones. Specifically I'm here today to talk about and
8 highlight the activities of ATIS' Emergency Services
9 Interconnection Forum or ESIF.

10 By way of background, ATIS is a unique
11 organization bringing together wireline and wireless
12 carriers, manufacturers, software developers, users,
13 and even government to develop technical and
14 operational standards and solutions to some of the
15 industry's most complex problems. We have also had a
16 significant role in identifying the industry's
17 technical and operational priorities. The
18 identification of which allows for the development of
19 market driven standards and efficient allocation of
20 resources in these times of economic sensitivity.

21 The ATIS board representing the senior
22 most executives from within the industry has
23 identified emergency services as one of the industry's
24 most pressing priorities. It's an industry priority
25 that demands careful, coordinated collaboration among

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1 numerous industry players and public safety
2 organizations. This should really allow you to
3 appreciate why ATIS and NENA came together to form
4 ESIF.

5 The ESIF is a forum of key stakeholders
6 from the industry and public safety community such as
7 AT&T, Bell South, Verizon, SBC, Sprint PCS, Nextel, T-
8 Mobile, True Position, Entrada, NENA, Tarrant County
9 Texas 911 District, State of Washington Emergency
10 Management Division, and APCO. All of these
11 organizations and others provide resources via the
12 ESIF to resolve technical and operational issues in an
13 effort to ensure the successful and complete
14 deployment of E911 services for wireless phones.

15 ATIS is extremely proud to sponsor the
16 ESIF as an industry forum and to play a leadership
17 role along with NENA in the ESIF activities. The ESIF
18 held its inaugural meeting in May 2002. Today, just
19 shy of a four year existence, the forum has discussed
20 and validated more than 20 critical technical and
21 operational issues surrounding the implementation of
22 E911.

23 During its short existence, the ESIF has
24 proven to be a valuable venue for collaboration among
25 all of the affected parties as well as a source of

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1 technical input to the Commission. In fact, several
2 of the ESIF activities are in direct support or
3 response to recommendations found in the Hatfield
4 report. Two such key initiatives from ESIF may be
5 directly tied back to the Hatfield report; PSAP
6 readiness and ESIF's technical input to the FCC on the
7 issue of non-service initialized phones.

8 As we know, the Hatfield report
9 specifically recommended the need for public safety
10 answering points or PSAP readiness for the deployment
11 of Phase II E911. FCC rules require a PSAP to
12 demonstrate that it is ready and able to receive and
13 utilize Phase II data before requesting Phase II
14 services from wireless providers.

15 The Commission partially defined readiness
16 in its City of Richardson decisions but confusion and
17 uncertainty remained among PSAPs and wireless carriers
18 as to the readiness standard and how it is really
19 conveyed. A significant success of ESIF was the
20 release in January 2003 of the wireless E911 Phase II
21 readiness package.

22 The ESIF readiness package is a consensus-
23 based, step-by-step, standard evaluation method for
24 PSAPs to determine their readiness to provide Phase II
25 capabilities as well as a standard process to provide

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1 notification of such status. The ESIF readiness
2 package is freely available via the ATIS and NENA
3 websites and has been distributed by APCO as well as
4 several wireless service providers.

5 Another Hatfield report recommendation
6 reported to the need for the establishment of an
7 advisory committee to address the technical framework
8 for the further development and evolution of E911
9 systems and services. To that end, ESIF has served as
10 a source of technical information to the Commission in
11 the context of non-service initialized phones.

12 In response to the Commission's order
13 regarding non-service initialized phones, ATIS on
14 behalf of ESIF filed several sets of comments and
15 participated in a number of *ex parte* meetings setting
16 forth the technical justifications for the ESIF
17 recommended solution to the call back problem.
18 Specifically, the ESIF recommended the use of an
19 existing technical solution found in an industry
20 standard called "Enhanced Wireless 911 Phase II Annex
21 C" which was jointly developed by ATIS' Standards
22 Committee T-1 and the Telecommunications Industry
23 Association. This solution provides for a surrogate
24 number of 911 plus seven digits based on the wireless
25 handset's electronic serial number or international

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1 mobile station equipment identity.

2 While there were a number of technical
3 reasons documented to support the ESIF recommendation,
4 the forum highlighted the fact that this Annex C
5 solution is further reaching in that it not only
6 addresses the callback issue in 911 only and non-
7 services initialized phones as targeted by the
8 Commission's order but it also addresses the callback
9 issue in other circumstances where a valid callback
10 number may not be available for delivery to the PSAP.

11 Such circumstances include international roamers,
12 phones with lapsed subscriptions, or without
13 subscriber identity modules and other situations where
14 a phone may not be in service, may not have given
15 service in given areas due to the lack of roaming
16 agreements.

17 In September 2002, the FCC granted the
18 ATIS request for a stay regarding October 1, 2002
19 effective date for the mandated implementation of the
20 previously ordered solution which was a consecutive
21 code of 123-456-7890 as the callback number pending
22 consideration of the ATIS petition for
23 reconsideration. As recently as February 24 and March
24 5, the ESIF provided further technical justifications
25 and information regarding the Annex C solution to the

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Commission. The ESIF now anxiously awaits the Commission's action on this issue.

There are a number of other issues currently under study within ESIF that are intended to expedite E911 deployment. These issues in general deal with such topics as 911 call handling, location reliability and confidence, mid-call location updating, 911 calls by international roamers, standard text messages to PSAPs, standardized wireless carrier procedures, contact lists for PSAP 911 call investigations, and uniform location testing guidelines.

The uniform testing guideline issue is of critical importance to the industry. Location reporting in the form of latitude and longitude is really the crux of Phase II service. Given the highly competitive and diversified nature among the providers of location and air interface technologies, a uniform set of test parameters needs to be developed and agreed to by all stakeholders in order to provide fair and comparable test procedures. The ESIF provides a neutral body of industry stakeholders where an agreed to set of test parameters may be developed and applied for all technologies.

ATIS and the ESIF share the Commission's

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1 focus on the need for cooperative measures to deploy
2 and evolve E911 services and systems. ATIS is taking
3 the lead to ensure that the necessary technical and
4 operational industry standards are in place. ATIS and
5 ESIF are also active in both the NENA SWAT initiative
6 described by Mr. Melcher and the Department of
7 Transportation Wireless E911 Steering Council that
8 will be presented next by Ms. Bailey.

9 ATIS continues to work cooperatively with
10 NENA and its technical development committee. ATIS
11 and ESIF will continue to bring together the requisite
12 stakeholders to meet the E911 challenges and develop
13 both critical and essential solutions to related
14 issues. We stand ready to assist the Commission and
15 the industry as a source of technical and operational
16 expertise. Thank you.

17 (Applause.)

18 COMMISSIONER MARTIN: Thank you, Susan.
19 Now we'll hear from Evelyn Bailey on the DOT's
20 Wireless E911 initiative.

21 MS. BAILEY: Good morning everybody. My
22 name is Evelyn Bailey. I am Executive Director of the
23 State of Vermont's Enhanced 911 Board. I'm also
24 president of the National Association of State 911
25 Administrators and chair of the U.S. Department of

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1 Transportation's Wireless Enhanced 911 Steering
2 Council. It's in the latter capacity that I speak to
3 you this morning.

4 The Department of Transportation is
5 complying with the FCC mandate and has made this an
6 urgent national priority and as a demonstration of
7 that convened two groups to help with the process.
8 The Wireless Enhanced 911 Steering Council met for the
9 first time in April 2002 at a summit here in
10 Washington, D.C. After that, several meetings have
11 been held by an expert working group doing a lot of
12 the leg work or the grunt work as the case may be and
13 chaired by Bill Hinkle.

14 I have to say that Secretary Mineta's
15 leadership has really been key to the progress that we
16 have made as industry leaders. I would like to talk a
17 little bit about the Steering Council and the
18 organizations that make it up because many folks are
19 here in the room and a lot has been done. All of the
20 folks who are sitting at the table here are part of
21 the Steering Council and have been from the beginning.

22 I'm very proud of what we have accomplished and hope
23 that we continue to build upon it.

24 First of all, it's a wide cross section of
25 stakeholders from all levels of government, private

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1 industry, and the national nonprofit associations of
2 all of the stakeholders. They include Entrado
3 Incorporated, Qualcomm, the National Association of
4 State EMS Directors, the Integrated Justice
5 Information Systems Industry Working Group, the
6 American Association of State Highway and
7 Transportation Officials, the ITS America's Public
8 Safety Advisory Group, and the American Heart
9 Association.

10 They also include the National Association
11 of State EMS Physicians, the National Conference of
12 State Legislatures, the National Governors
13 Association, the International Association of Chiefs
14 of Police, the Cellular Association of Fire Chiefs,
15 the Cellular Telecommunications and Internet
16 Association, the United States Telecommunications
17 Association, the National Association of Regulatory
18 and Utility Commissioners, Bill Hinkle who is chair of
19 the expert working group, the ATIS/ESIF group, and of
20 course the National Association of State --
21 Administrators, the National Emergency Number
22 Association, and the Association of Public Safety
23 Communication Officials. The FCC has also attended
24 all of our meetings generally in the person with Dan
25 Grosh and has monitored our progress and participated

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1 in our discussions.

2 Secretary Mineta gave us a job to do.
3 That job was to identify solutions to the problems of
4 wireless E911 and to make recommendations that would
5 expedite deployment. The expert working group did a
6 lot of the leg work and then presented the results of
7 its investigations to the Steering Council. After
8 several meetings of analysis and discussion, we
9 ultimately identified six priority actions that we
10 believe will accelerate compliance with the FCC's
11 wireless enhanced 911 mandate.

12 They are as follows: (1) establish support
13 for state-wide coordination and identify points of
14 contact within every state for each of the
15 stakeholders, (2) help to convene stakeholders in
16 appropriate 911 regions in order to facilitate more
17 comprehensive coordinated implementations, (3) examine
18 cost recovery and funding issues at the state level to
19 determine what is available and whether it's adequate,
20 (4) initiate a knowledge transfer and outreach program
21 to educate PSAPs, wireless carriers, and the public,
22 (5) develop a coordinated deployment strategy
23 encompassing both rural and urban areas, and (6)
24 implement a model location program. Many of these
25 elements are the elements of Dale Hatfield's report.

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1 I'm sure they sound familiar to everybody here.

2 Some very important things happened. I
3 want everybody to come away understanding that there
4 is an incredible level of committment among all of the
5 stakeholders that has been achieved already. The
6 members of the Steering Council signed a letter of
7 intent in which we bound ourselves to the actions
8 outlined in the plan. We agreed to take the lead
9 within our stakeholder communities and to deliver the
10 results that Secretary Mineta asked us to deliver. My
11 job as chair is to hold everybody's feet to the fire I
12 guess and make sure that happens.

13 The Steering Council is concerned that
14 there are many pressing issues that could distract all
15 of us from the work at hand. The FCC's 2005 deadline
16 isn't very far off and there's still a lot of work to
17 do. The state of the nation's economy, the
18 limitations of the existing telecommunication system
19 such as the earlier mentioned need to upgrade the
20 wireline E911 systems, and the pressing need of our
21 nation to devote time, energy, and resources to
22 homeland security could all conspire to divert energy
23 and attention from this important work.

24 It goes without saying that wireless
25 enhanced 911 is a highly political issue and there are

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1 many competing interests and agendas. And yet under
2 the aegis of the DOT, the stakeholders have come
3 together and they have achieved consensus. What we
4 have accomplished is the basis for the road map
5 forward.

6 One of the things that we have produced,
7 in part due to contracts between APCO and NENA with
8 the Department of Transportation, is a national web-
9 based clearinghouse. On this clearinghouse are the
10 PSAP implementation checklists, master contracts,
11 master memoranda of understanding, model project
12 plans, many documents that are available to help
13 PSAPs, wireless carriers, and all of us get the job
14 done. We are doing our best to pull together
15 resources so that people don't have to reinvent the
16 wheel and start from scratch out there.

17 I think this is a major accomplishment.
18 It's important that all of us together sitting here in
19 this room take the Steering Council's priority action
20 plan and work with it. Our nation's resources are
21 stretched to the max. I don't have to tell all of you
22 industry folks out there. You know your budgets are
23 tight as well. We can't afford the cost in dollars or
24 time of duplicating effort or of starting the process
25 anew with different players.

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1 The members of the Steering Council are
2 the shakers and movers in their organizations. They
3 are the presidents and the CEOs and the upper level
4 management of these organizations. You couldn't get a
5 better group of folks. You couldn't get a more
6 committed group of folks. We're prepared to steamroll
7 ahead.

8 In conclusion, I would like to say that we
9 have to make wireless E911 a national priority because
10 it is essential to the safety of American citizens in
11 the post-September 11 world. We know that you believe
12 that because you are all here. We know the Commission
13 believes that because they brought us all together.
14 We know that Senator Burns, Senator Clinton,
15 Representative Eshoo, and Representative Shimkus
16 believe that because they convened the Enhanced 911
17 Congressional Caucus.

18 We hope that the FCC and the Congressional
19 E911 Caucus will link their initiative with the U.S.
20 DOT Steering Council's efforts and build on the work
21 that's already been done. All of us together can't
22 help but succeed. We will bring wireless enhanced 911
23 implementation nationwide to a successful conclusion.

24 Thank you.

25 (Applause.)

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1 COMMISSIONER MARTIN: Thank you, Evelyn.
2 Thanks to all of you very much for your presentations
3 this morning. It's important that we all recognize
4 and are grateful for the efforts that you all and your
5 organizations have been doing working together. I
6 think we can all see both the importance and the
7 success of their efforts and certainly their
8 enthusiasm.

9 Actually when John finished his
10 presentation, I was talking about his enthusiasm and
11 his inspiration for this issue. He said that's what
12 you get when you are the son and the grandson of a
13 preacher. I thought that maybe summarized part of
14 what we were here to do today, E911 evangelism maybe.
15 Maybe that should be the theme of how we're going to
16 try to proceed.

17 We have just a few minutes for questions.
18 Then we'll be starting up the next presentations.
19 The one question I did have along the lines of what I
20 was just saying was are there any areas that any of
21 you think that the public safety industry or these
22 government efforts are not focused on. For example,
23 do you think there's been a sufficient focus on
24 educating the public about the benefits and about the
25 importance of this issue? I didn't know if any of you

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1 had any comments or thoughts on that.

2 MR. MELCHER: Well, I think that public
3 education in the area of 911 is a little lacking
4 especially when it comes to wireless 911. Thanks or
5 curses be to William Shatner for the raising the bar
6 public expectation through the show "Rescue 911." The
7 adopted wisdom was you dial the magic three digits and
8 wonderful things happen.

9 I do know that in poll after poll after
10 poll over the last nine years it is shown that the
11 public expectation was I thought I did have it. One
12 of the other big issues going on is that those who
13 have been paying for this service via a line item on
14 their bill are finding out that they don't have the
15 service. They are somewhat disconcerted when that
16 comes up.

17 So public education, not only in how
18 technology needs to be available so that we can
19 located you but also how your funds are being spent so
20 that we can actually adopt the technology, is a very
21 critical issue. I know that we've been working very
22 hard at it. I know that our counterparts at APCO and
23 NASNA have all kinds of programs in place. Once
24 again, we're probably not funded as well as we need to
25 be to make a real true public outreach.

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1 The collective effort of the team would
2 help that because wireless carriers have a lot of
3 presence through advertising. The local exchange
4 carriers certainly have a very prominent role in their
5 communities. Maybe a better coordination of public
6 education is what is in order.

7 MS. BAILEY: I would agree with the
8 comment about there needs to be greater public
9 education and greater public awareness. I would raise
10 a caution though. I know in our situation in Vermont
11 depending upon where you are there may not be coverage
12 of any sort. You may not have location technology
13 available even though the carrier has implemented
14 enhanced 911 Phase II. For a variety of reasons, that
15 information might not arrive at the PSAP.

16 Yes, there needs to be public education.
17 But I also think that with wireless enhanced 911 it's
18 not ever going to be like wireline enhanced 911.
19 Consumers just need to be aware and use their cell
20 phones in an emergency with awareness and
21 intelligence. That's a message that also has to get
22 out there as well.

23 COMMISSIONER MARTIN: Thanks.
24 Commissioner Abernathy has arrived to start our next
25 group in just one second so if anybody has one last

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1 quick question for any of our panelists.

2 COMMISSIONER DAVIDSON: Thank you,
3 Commissioner. There are a number of great initiatives
4 that seem to be working tirelessly on this. My
5 question for the panel is what do you see as the best
6 model or the best models for coordinating those
7 initiatives without unnecessarily growing government
8 or adding needlessly a bureaucracy to what's going on.

9 COMMISSIONER MARTIN: Susan.

10 MS. MILLER: Thanks. I actually think
11 there is significant coordination going on as
12 evidenced by the members of the panel here. We make
13 every effort to consolidate the information flow, make
14 sure you know where to go with the technical
15 operational issues, and where to go with the
16 significant numbering issues. I think we're doing
17 that, but if we can do a better job please let us
18 know.

19 We really represent the stakeholders who
20 are involved in the process. We're trying very hard
21 to be sensitive to eliminating redundancies and making
22 sure there are efficiencies at every turn. So help us
23 if there's something we're not doing.

24 MR. MELCHER: I would just echo that. You
25 have so many organizations involved. Trying to get

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1 past the non-invented-here thing so let's do it over
2 again initially was a challenge. We're through most
3 of that. So most of it now is if we stumble across
4 what might be a duplicitous or redundant effort we're
5 expending a lot of resources and energy to make sure
6 that doesn't happen. So we're actually assigning
7 different tasks. Things we've taken on we have
8 actually given away because somebody else is doing it
9 already or can do it better than we can.

10 COMMISSIONER MARTIN: I'm pretty sure John
11 meant duplicative not duplicitous efforts. Actually I
12 would just say in response to the question that was
13 actually one of Chairman Powell's instincts in trying
14 to gather this group together to make sure we have the
15 ability to try to coordinate the various efforts that
16 were going on without adding any further
17 administrative burden to it. I think that was
18 certainly one of his goals in trying to organize this
19 today. With that, let me turn it over to Commissioner
20 Abernathy. Thank you all this morning.

21 (Applause.)

22 COMMISSIONER ABERNATHY: Good morning.
23 It's a pleasure to be here. I've been listening
24 upstairs on television. We get that privilege so that
25 we don't have to sit down here all the time. So far,

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1 I've been very impressed with the participation and
2 the parties and the outline of the goals that Chairman
3 Powell delivered and the questions and answers that
4 came about during Commissioner Martin's panel.

5 It is a priveledge for me to be able to
6 follow up with this panel. Before we go further, I do
7 want to go ahead and echo my thanks to Lauren Kravetz
8 Patrich and Jennifer Tomchin for putting together the
9 first meeting of the FCC's wireless E911 initiative.
10 I also want to thank Bryan Traymont. I don't know if
11 he's here but he went around selling this idea to all
12 of us. It wasn't much of a sell because once we heard
13 about it we thought it was a great idea. It's a very
14 good means of gathering lots of information about the
15 various parts that have to fit together to deliver
16 this product to consumers.

17 For this panel on wireless carrier
18 implementation, I thought I would start by providing a
19 brief overview of the FCC's rules governing wireless
20 carrier implementation of E911. Gosh, I hope you all
21 know those rules. I'll go through it very quickly.
22 Then we'll head straight to the panelists.

23 Then we'll follow up the panelists with
24 questions from our roundtable participants. I'll go
25 around right after the panelists finish and ask each

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1 of you to introduce yourself, not with the bio but
2 just briefly introduce yourself so that all the folks
3 out there can know who's here and what we're talking
4 about.

5 Generally speaking, the E911
6 implementation requirement is triggered by a PSAP
7 request which is why the coordination between the
8 PSAPs and the wireless carriers is so critical.
9 However, wireless carriers are also subject to FCC
10 deadlines. For example, when they implement Phase II
11 services, they must either select a handset-based or a
12 network-based solution.

13 Wireless carriers that do network-based
14 solutions must deploy Phase II to 50 percent of the
15 PSAPs coverage area within six months of a valid
16 request and to 100 percent of the PSAPs coverage area
17 within 18 months of a request unless the parties
18 mutually agree on a different schedule. Then wireless
19 carriers who are choosing a handset-based solution
20 must complete any necessary upgrades to their systems
21 within six months of a PSAP request.

22 But additionally, the rules provide for
23 specific benchmark dates by which the carriers must
24 begin to sell and activate a certain percentage of
25 handsets that provide location information. Then by

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1 December 31, 2005, which is now just around the
2 corner, these carriers must ensure that 95 percent of
3 their customers handsets are location capable.

4 Wireless E911 deployment is situation
5 specific and often varies between jurisdictions as we
6 just heard. It depends on a number of factors
7 including the readiness of the PSAP equipment and then
8 the underlying LEC infrastructure as well as the type
9 of location technology that's being used.

10 I also find that because of the complex
11 implementation requirements states can play a very
12 valuable role in addressing the prioritization of the
13 rollout. So to help ensure timely and effective
14 rollout of E911 service, a number of states have
15 developed state-wide plans for deployment. This type
16 of state-wide coordination and oversight is exactly
17 the kind of role that's been envisioned by Congress in
18 the Wireless Communications and Public Safety Act of
19 1999. The 911 Act directed the Commission to
20 encourage and support the states in developing
21 comprehensive emergency communications based on state-
22 wide plans so that all jurisdictions offer seamless
23 and reliable networks for prompt emergency service.

24 With that as background, let's move on to
25 today's participants. On this panel, we'll be hearing

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1 from the Honorable Tim Berry from the Indiana Wireless
2 Enhanced 911 Advisory Board. Indiana has experienced
3 great success in implementing E911.

4 Currently seven wireless carriers provide
5 Phase I service to subscribers in 90 Indiana counties.

6 Phase II service is up and running in at least 25
7 Indiana counties with between two to four wireless
8 carriers providing service in each county. Treasurer
9 Berry will describe how the state's planning and
10 coordination process has resulted in this
11 implementation success.

12 We'll also hear from Saralyn Doty from the
13 Mid-America Regional Council. The Mid-America
14 Regional Council recently coordinated the
15 implementation of Phase II throughout the Kansas City
16 metropolitan area. This system serves approximately
17 two million people through 45 PSAPs. The Commission
18 supports these state efforts and hope to have some of
19 these states by describing their programs at this
20 meeting it will provide useful information for other
21 states that are still at the forefront of trying to
22 roll-out this product.

23 We'll also hear from Karl Korsmo from AT&T
24 Wireless and Charles McKee from Sprint on how they
25 have approached this issue of implementation and how

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1 they have built out their networks or moved to a
2 handset based approach. In addition, we will hear
3 from Michael Altschul from CTIA with an overview of
4 wireless carrier deployment issues. With that, I'll
5 ask Treasurer Berry to take the floor and remind you
6 that we have a hook. The main reason is I really do
7 want to allow time for a number of questions and
8 answers. Thank you.

9 TREASURER BERRY: Just because I'm the
10 only elected official, you think I need a hook. Thank
11 you, Commissioner, for the opportunity to be here. I
12 appreciate the Commission's invitation to participate
13 today's roundtable initiative. I'm here today to tell
14 the Indiana story.

15 As Indiana State Treasurer, I have the
16 unique role in serving as chairman of the Indiana
17 Wireless Enhanced 911 Advisory Board where our board
18 is responsible for the oversight and implementation of
19 wireless enhanced 911 services. In addition to that,
20 we manage a fund that is derived from subscriber
21 surcharges and reimburse both local government and
22 wireless carriers for their costs that are associated
23 with the implementation of wireless E911 services in
24 Indiana.

25 Along with the other six members of our

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1 board, I take my responsibilities very seriously. At
2 Indiana, our goal is quite simple. It's to ensure
3 that every person who relies on a wireless phone or
4 purchases a wireless phone for children, aging
5 parents, or a loved one has the piece of mind to know
6 that in an emergency 911 first responders know their
7 location and are sending help right away.

8 While I'm proud of the strides that we
9 have made, I recognize that we still have much to do
10 in order to reach our goals. Through that process, we
11 have identified several of the key elements that we
12 believe have facilitated our success in the state of
13 Indiana today.

14 First of all, Indiana was one of the first
15 states to pass legislation in response to the
16 Commission's Docket Number 94-102. We recognize this
17 opportunity both from our public safety community but
18 also from our carrier community who worked together to
19 enact legislation in April 1998. It was led by Ken
20 Lowden who serves as our vice chair of our board and
21 the Steuben County communications director.

22 We were very fortunate in our state to
23 have three legislators in both houses of the general
24 assembly in Indiana who had an understanding of public
25 safety. In the Senate, the bill was sponsored by a

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1 former state trooper. In the Indiana House, the
2 legislation was co-sponsored by two former county
3 sheriffs who had run their own PSAPs and had first
4 hand knowledge of the benefits of wireless E911.

5 The board and its staff serve as a state-
6 wide coordinating entity and a resource in single
7 point of contact for local government, wireless
8 carriers, LECs and other stakeholders. The presence
9 of such an entity has been lauded by those
10 stakeholders and wireless carriers in particular as a
11 key element in implementing wireless E911.

12 Much is being done here today. Over the
13 last four years, we have held several seminars on both
14 Phase I and Phase II wireless E911 facilitating a
15 cooperative effort among the stakeholders and
16 expediting implementation. These types of gatherings
17 have led to bringing people face-to-face and help
18 immensely in breaking down the barriers or roadblocks
19 that have been created by stakeholders that otherwise
20 would have delayed the availability of E911 service.

21 With any organization, we recognize that
22 there is a maturation or growing process. While our
23 board was just established in 1998, we have as a
24 result had to change and modify and be very flexible
25 and nimble over the last few years as we have dealt

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1 with the change in technology. The board has amended
2 our act on three occasions. We have adopted and
3 refined policies over that same timeframe that have
4 implemented stakeholders' suggestions and learned from
5 other state boards in order to better carry out our
6 responsibilities and encourage implementation
7 throughout the state of Indiana.

8 While the board plays a pivotal role in
9 wireless E911 implementation, it has largely left
10 operational, technology, and deployment scheduling
11 decisions in the hands of local government and
12 wireless carriers as well as third party providers and
13 LECs where we truly believe that local control should
14 be. Wireless carriers and local government are
15 entitled to reimbursement for all costs associated
16 with the implementation of wireless E911. To date,
17 the board has employed a streamlined approach to do
18 that. At least, we believe that is a streamlined
19 approach.

20 The board conducts a biannual review or a
21 true-up of exact costs to ensure that wireless
22 carriers are being reimbursed properly and all the
23 cost documentation - at least we do not believe that
24 the documentation is of an overly burdensome process -
25 and allows for reimbursement soon after costs are

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1 incurred. With rare exceptions, this approach has
2 yielded very good results in the state of Indiana. To
3 date, the board has collected over \$63 million from
4 subscriber surcharges and distributed over \$40 million
5 to wireless carriers and local governments across our
6 state. The board expects wireless carrier
7 reimbursements to increase dramatically as Phase II
8 implementation continues to accelerate.

9 As State Treasurer, I believe I am the
10 only state-wide elected official who is in charge of
11 wireless E911. We have used this to our benefit as an
12 opportunity to ensure that state funds were not
13 raided. During our recent budget negotiation process
14 where nearly every other dedicated fund in the state
15 of Indiana was raided, wireless 911 funds were not
16 raided to balance our state budget.

17 Additionally, we have used our role to go
18 out there and tell our story. As a public elected
19 official, we have that forum to discuss issues that
20 are important to state residents. We go across the
21 state to hold news conferences when a county deploys
22 both Phase I and Phase II service. We've also paid
23 visits to many editorial boards, television stations,
24 and radio stations to tell the story of why E911 is
25 very important.

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1 Last year in May 2002 and again this year,
2 in partnership with the American Heart Association,
3 our board will be sponsoring a public awareness
4 campaign across the state with some paid media
5 advertising in conjunction with a little race that we
6 have in Indiana called the Indianapolis 500 and the
7 Memorial Day weekend when motorists begin hitting the
8 roads for the summer driving season. Through this
9 process, we are driving consumers to our website,
10 911coverage.org so that they can be informed and ask
11 the right questions when purchasing wireless phones
12 for themselves or for a loved one.

13 The 911coverage.org site has evolved from
14 a site that is hosted by the State Treasurer's website
15 to a free-standing website where consumers can
16 determine the carriers overall and wireless E911
17 deployment coverage area, find answers to frequently
18 asked questions, and background on E911 itself. I'd
19 like to update you, Commissioner, with some of our
20 recent statistics to our success.

21 As you said, all 90 of Indiana's 92
22 counties that accept a 911 call today are doing so.
23 To date, we have a total of 241 Phase I deployments in
24 those 90 counties across the state. In 63 of our 90
25 counties, we are now accepting Phase II calls with a

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1 total of 126 Phase II deployments across our state
2 which provides a total of 367 Phase I and Phase II
3 deployments in Indiana today. They are successes but
4 yet we have many challenges ahead of us. Thank you.

5 (Applause.)

6 COMMISSIONER ABERNATHY: Thank you very
7 much. That's a great story and one we'll talk about
8 in just a bit. Now we'll hear from Saralyn Doty.

9 MS. DOTY: Good morning. I'd just like to
10 take a few minutes this morning to give you a basic
11 overview of one of the projects that we've been
12 working on in the Kansas City area that we're very
13 excited about. To give you a little bit of a
14 background, the Mid-America Regional Council also
15 known as MARC is a council of governments responsible
16 for the management of the Kansas City regional 911
17 system.

18 Our system is comprised of eight counties.

19 We have 114 cities within the eight counties in both
20 Kansas and Missouri. We serve a population base of
21 about two million people. We do have 45 911 centers
22 that are all operated by local governments. The
23 system handles approximately two million 911 calls
24 annually and over 50 percent of those calls are from
25 wireless devices.

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1 For several years, the region was planning
2 on implementing wireless Phase I and Phase II. But we
3 needed to look at the big picture and determine what
4 all we needed to do to be able to do this. For
5 starters, we upgraded the 911 equipment in all of our
6 answering points to be able to receive the enhanced
7 wireless calls. Along with this, we also had to think
8 about some of those things that maybe those not
9 involved in the operational side didn't think of.

10 That was training the 600 dispatchers that
11 we have in our region on how to use the new equipment.

12 We developed a regional map, a digital map, to be
13 displayed on the 911 -- for plotting of wireless calls
14 and just a lot of behind the scenes work that needed
15 to be done. While we were doing this, we quickly
16 realized that our PSAPs were ready but we had
17 significant barriers on the wireless deployment.

18 The first barrier was the fact that our
19 local exchange carrier was less than cooperative in
20 sharing information about their readiness. Although
21 in meetings they would verbally say they were ready,
22 they would not provide documentation stating that they
23 were for sure ready or when they would be ready or
24 that type of thing.

25 Another major issue relating to the local

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1 exchange carrier were the PNEs or the routing numbers.

2 Although we never accepted the PNE charges being a
3 PSAP cost, our wireless carriers also would not accept
4 that cost as being theirs so we had a barrier.
5 Realizing that someone needed to commit to that cost,
6 we needed to figure out a plan for what we needed to
7 do.

8 Initially we thought that we would save
9 more than \$1 million in costs by doing our project,
10 but as time has gone on we have realized that
11 currently we have over 5,500 PNEs loaded into our
12 wireless database. If we do the math, it's now up to
13 about \$2.4 million rather than \$1 million.

14 In addition to the routing charges, at
15 that time, our LEC had promised that they were going
16 to pursue another tariff rate which would be a per-
17 call charge for wireless calls. That would be a
18 several hundred thousand dollar cost on the PSAP side
19 as well. It was at that point that our local
20 government decided that we would purchase and install
21 a selective router and database for wireless 911
22 calls. The result of this decision was to take the
23 local exchange carrier out of the equation, and it
24 took the cost issues and the readiness issues off of
25 the table for us.

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Purchasing of a selective router essentially set up two separate systems routing wireline and wireless calls with no single point of failure before the PSAP. Wireless carriers use SS7 technology for network infrastructure. Although this is not a new technology, in the past, there was not a business plan for a local government or for a PSAP. It was normally between the local exchange carrier and the wireless carrier. So we were able to find an SS7 provider that was happy to work with us on a new business plan to provide that service.

We were able to switch wireless 911 calls to the appropriate answering point. We have total control over the ALI display. The information that is sent to us by the different wireless carriers may not all be in the same format, but we're able to massage that and display it to our PSAPs in a way that's consistent for our dispatchers to read and understand which we're happy with.

Also with the SS7 technology, it has a much faster set up time than with our local exchange carrier which in the past was several seconds. The SS7, our new technology, has a set up time of less than one second. So we're thrilled about that and so are our dispatchers. When you are answering a 911

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1 call and you are sitting behind the scenes waiting for
2 the ALI information or your location information to
3 come back to you, those few seconds sometimes seem
4 like a lifetime. I can share that because I'm a
5 former dispatcher.

6 Phase II wireless 911 testing began in
7 December 2002 with us. We have six major carriers in
8 our area. All six major carriers have implemented
9 Phase I region-wide. We have four carriers that are
10 fully Phase II. Our last two carriers are testing
11 right now. So we hope that they will be finished with
12 Phase II testing very soon.

13 Our approach was somewhat unusual. Every
14 step of the way we were faced with issues and
15 challenges that no one has been faced with before.
16 We've been working with everyone from the wireless
17 carrier to our install and maintenance group to the
18 SS7 network to the dispatchers. Everyone has been
19 very flexible. Everyone has been really great to work
20 with.

21 Through this entire project, we never lost
22 sight of the importance of the system's stability,
23 redundancy, and diversity and doing this the entire
24 time with no cost recovery. Missouri and Kansas are
25 two of the few states left with no cost recovery. So

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1 we did this not with a cost recovery but with our
2 citizens' lives and safety in mind.

3 Through the project, we kept in mind that
4 we wanted to deploy. We didn't want to wait for that
5 cost recovery. We didn't want to wait for our local
6 exchange carrier to be ready. We wanted to start
7 saving lives now. We're all about sharing
8 information. I know that we've talked about
9 checklists and things that are out there.

10 Since our project is very new, I wanted to
11 share with you that we're in the process of developing
12 a white paper. If we're able to complete that, we'd
13 be happy to share and distribute it for anyone that's
14 interested in our project. We've learned a lot.
15 We've made some mistakes, and we've faced issues.

16 We want people to learn from that. Learn
17 from our mistakes. It may not be the best solution,
18 but it's working for us. We're really happy with it.

19 Everyone has been really great to work with. That's
20 it. Thank you.

21 (Applause.)

22 COMMISSIONER ABERNATHY: Thank you,
23 Saralyn. It's a very unique way of approaching it. I
24 think we'll have a lot of questions about it. Thanks
25 for coming. Now we'll move on to Karl Korsmo.

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1 MR. KORSMO: Good morning and thank you,
2 Mr. Chairman and Commissioner Abernathy, for inviting
3 AT&T Wireless to share our E911 deployment experience
4 with you today. As you know, AT&T Wireless is using a
5 network-based solution for our TDMA wireless network.

6 In the third quarter of last year, we decided also to
7 deploy that same network-based solution to our GSM
8 network. As a result, AT&T Wireless customers will
9 not need to purchase new handsets to take advantage of
10 Phase II 911 when that becomes available in their
11 area.

12 Our significant progress in Phase II and
13 Phase I deployment will be reported in detail this
14 week on Thursday when we file our regular quarterly
15 report with the Commission. Here's a summary of the
16 great strides AT&T Wireless and our partners in public
17 safety have been making.

18 First, on our TDMA network, over 1,300
19 PSAPs receive Phase I service from AT&T Wireless
20 today. Approximately 340 PSAPs receive Phase II
21 service from AT&T Wireless today. I say
22 "approximately 340" because we have dozens of PSAPs.
23 In fact, we have a couple of states which are in
24 various stages of Phase II deployment. We are
25 integrating Phase II service with additional PSAPs

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1 nearly every week.

2 As Tim and Saralyn know, AT&T Wireless has
3 widespread Phase II service in Indiana with over 30
4 PSAPs there with Phase II and in Kansas City both on
5 the Kansas and Missouri side of the border. In fact,
6 we have Phase II service now in 20 states with more
7 service and more states scheduled over the next
8 several months.

9 Locally, here, we have integrated our
10 Phase II service in Loudoun County and Arlington
11 County and in Alexandria, Virginia. Fairfax, Prince
12 William, Stafford, and Anne Arundel Counties are ready
13 to go. We have begun Phase II deployment in New York
14 City in Rochester and Monroe County and in Suffolk
15 County, New York.

16 On our GSM network, we have been deploying
17 for the last four months dual technology equipment,
18 GSM and TDMA equipment, in our cell sites as we deploy
19 Phase II. As a result, we will have as many GSM cell
20 sites as possible ready for full Phase II service when
21 we complete the network testing that we are still
22 undergoing on our network-based GSM solution. In
23 fact, today we have well over 3,000 GSM cell sites
24 fully equipped with network-based 911 equipment.

25 We have been testing this GSM solution

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1 with our vendor in two markets. In Fort Meyers,
2 Florida, we have been testing our Nokia GSM network.
3 In York County, Pennsylvania, we have been testing our
4 Ericsson GSM network. We expect these tests to be
5 completed shortly. We expect GSM Phase II service to
6 begin rolling out in May which is a couple days from
7 now. While a few technical hurdles remain to be
8 overcome, our engineers are working on them diligently
9 with our vendor and we expect to solve them.

10 Three lessons learned that I would like to
11 share with you from our experience in deploying Phase
12 II to date. First, AT&T Wireless and our vendors are
13 getting very experienced at deploying Phase II
14 systems. The speed of our network design and
15 installation has been improving so that in my opinion
16 the critical path issues are usually today not the
17 wireless carrier location technology but rather
18 procedural and coordination issues, some of which we
19 have already talked about here today. With us, it's
20 such things as getting trunk orders processed by the
21 local exchange carriers, obtaining permits where we
22 need new wireless antennas and that sort of thing.

23 Second, we find that state and regional
24 leadership by public safety officials speeds Phase II
25 deployment significantly. The Mid-America Regional

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1 Council is a good example. Saralyn and her team
2 prepared for a very long time for Phase II. When we
3 were ready to hook up and test our Phase II wireless
4 system with MARC, they had over 30 PSAPs scheduled and
5 ready for us. I would say that was probably one of
6 our most efficient deployments anywhere in the nation.

7 Likewise in Indiana, state leadership in
8 this case by both elected officials and public safety
9 provided key leadership on education and funding.

10 Other states such as Texas, California, Tennessee, New
11 Jersey, Minnesota, and Illinois are examples of wide
12 spread Phase II deployment today due largely to the
13 foresight of the state public safety leaders in these
14 states and education, planning, coordination, and
15 physical management. State and regional leadership
16 have made a huge difference in Phase II deployment.

17 Third, AT&T Wireless has seen significant
18 progress on the Emergency Services Interconnection
19 Forum or ESIF through the collaborative dialogue on
20 technical issues. Having a neutral forum for industry
21 and public safety experts to discuss solutions to
22 technical issues has been a great help in getting
23 wireless 911 deployed and speeded up.

24 Finally, I don't think the people in this
25 room are the problem. We have to address the people

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1 who are not in this room today. We have so much left
2 to do, carriers and public safety together. We must
3 work more efficiently together. We have now done
4 hundreds of successful Phase II implementations,
5 carriers and public safety together. We need to do
6 more to apply our learning for the benefit of those
7 who haven't.

8 AT&T Wireless pledges the deployment
9 experience of our engineers, our technicians, and our
10 vendors to work with experts such as Saralyn and with
11 experts at NENA and APCO to establish predeployment
12 Phase II/Phase I teams. These predeployment teams
13 could transfer that knowledge, the lessons learned,
14 and the best practices to public safety agencies
15 interested in having wireless 911 service.

16 We are ready. I'm sure I'm speaking for
17 our other carrier brethren as well. We are ready to
18 begin now to establish these predeployment teams.
19 Perhaps we could have one predeployment team in each
20 state. However we organize it. If it's through
21 NENA's SWAT, that would be fine. However we organize
22 it I know from experience that Phase II implementation
23 will become more efficient as our collective and
24 collaborative efforts increase. Thank you.

25 (Applause.)

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1 COMMISSIONER ABERNATHY: Thank you, Karl.
2 That was great. There were a lot of good suggestions
3 which we'll discuss. Now I would like to move on to
4 our next speaker, Charles McKee.

5 MR. MCKEE: Thank you, Commissioner. I
6 appreciate you taking the time to let us give a little
7 background on Sprint's experience in Phase II and the
8 deployment challenges that we've encountered and met.
9 You have heard a lot this morning about cooperation
10 and coordination. What I wanted to do was try and
11 drive to some of the nitty gritty detail and get down
12 a little bit about why cooperation and coordination is
13 so critical.

14 It's easy to think and talk about Phase II
15 as if it's a product that simply gets turned on in a
16 market. It's just not that simple. When I was first
17 asked to address this audience, the first thing I did
18 was draw myself a picture. What this picture really
19 does for me is show all of the elements that have to
20 be coordinated to make this process happen. It's not
21 just pieces of equipment. There are multiple
22 platforms, switches, routers, all of these things that
23 have to talk to each other on the technical level.

24 But then there are all of the people who control
25 those things, not just wireless carriers, not just

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1 PSAPs, not just LECs, although those are certainly the
2 big three. You also have vendors who produce various
3 software for the PSAPs. You have vendors who are
4 involved in supporting various aspects of our network,
5 the LEC networks, the PSAP networks. You have
6 consultants who work with the PSAPs in an attempt to
7 help them coordinate things. You have state funding
8 bodies who have their own special rules and the manner
9 in which you are supposed to deploy services and the
10 way in which you are supposed to account for your
11 services. You have agencies at every level who are
12 watching and observing your process. All of them with
13 the best of intentions have their own fingers to put
14 into the pie. The result is a very complex,
15 technical, and administrative challenge for all
16 wireless carriers to address.

17 That brings me to keys to successful
18 deployment. Not to over emphasize here, but
19 coordination, cooperation, and patience are the true
20 keys to getting through a Phase II deployment. We
21 have excellent examples sitting here in the room in
22 front of me of people who have taken each of these
23 aspects of Phase II deployment and helped us.

24 The administrative coordination in Indiana
25 is an excellent example of a centralized coordinating

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1 body who allows us to interface with multiple PSAPs
2 and establish a uniformity to the manner in which
3 systems are rolled out which is a tremendous help to a
4 national carrier who is trying to address services in
5 multiple states. Rhode Island, which was our very
6 first market, is another excellent example of a
7 centralized one point of contact used to deploy
8 services throughout the entire state.

9 There is also coordination on the
10 technical side. Again, MARC is an example of that
11 technical consolidation. Being able to have a single
12 point of interface, the establishment of their own
13 selective router and ALI database similar to what
14 Rhode Island did allowed us to go in and have a single
15 point of contact which would then distribute
16 information out to multiple PSAPs behind that point of
17 contact. It's a much more efficient way of deploying
18 services in any market.

19 Patience is also something I want to touch
20 on. This is still a new technology. Karl is
21 absolutely correct. We have made tremendous strides
22 in perfecting the rollout of this technology. As we
23 have deployed more and more markets, we get better and
24 better at it. But it's still a new technology. Every
25 deployment presents its own unique combination of

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1 administrative and technical challenges that must be
2 overcome.

3 So every time we enter into a new market,
4 we know there are going to be problems. Something is
5 not going to work. There is going to be a roadblock.

6 We're going to have to figure something out. We
7 never know what it's going to be in advance, but we
8 always know it's going to be there. What we always
9 answer right up front is we're going to try our best
10 to do everything as fast as we can but please have
11 patience with us as we address each of these things.

12 Spartanburg, South Carolina I see sitting
13 right in front of me. That wasn't planned. You are
14 already on my list here. It's a wonderful example of
15 patience. We started working with Spartanburg, I
16 don't know how long ago it was, well over a year ago.

17 We had conference call after conference call after
18 conference call talking about we've run into this
19 roadblock and this isn't working.

20 We talked through the problems. We didn't
21 stop talking. They remained engaged. We came out and
22 talked to the state funding board. We talked to the
23 LEC. We worked through problems, and we got it
24 launched. It took a while, but with patience and with
25 perseverance we managed to get that deployment done.

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1 So I want to emphasize that is an important part of
2 making this happen.

3 I'll turn now to the page that Jim Crouch
4 referred to me as the advertising page. I'll try not
5 to spend too much time on that. But I do want to
6 emphasize that Phase II is happening. Sprint has
7 deployed well over 200 Phase II requests. We have
8 deployed over 1,800 Phase I requests. We have
9 deployed services Phase II in 16 states. In the next
10 quarter, we have over 300 PSAPs scheduled for testing
11 and deployment alone all in Phase II.

12 We offer more than 14 GPS-enabled handset
13 models. We have sold over eight million GPS-enabled
14 handsets. By July, we expect 100 percent of all
15 activations to be GPS-enabled phones throughout our
16 network. We have done all of the installation
17 necessary to support Phase II nation-wide. We have
18 installed all of the back office systems required. We
19 are moving forward at a rapid clip deploying multiple
20 PSAPs on a daily basis.

21 Finally the wrap up as I see the light
22 come on, I'm at the FCC so of course I have to put in
23 my chip as to what the FCC can do to help us out. My
24 points are simple. First, I think we need to avoid
25 expanding the mandate of this program. What wireless

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1 carriers should be focused on right now is deploying
2 services. That's what we are laser-focused on right
3 now. Expanding into other areas is not what we need
4 to be focused on right now. We need to be getting
5 services rolled out.

6 Secondly, once again an appeal for
7 patience. The carriers need to be provided with a
8 reasonable amount of flexibility to focus resources in
9 those areas that are ready to deploy. We are working
10 hard everywhere we can. We're going to get it done.
11 It's happening now. It's simply a matter of time to
12 get it rolled out. I'm very encouraged and I think
13 we're headed in the right direction. Thank you.

14 (Applause.)

15 COMMISSIONER ABERNATHY: Thank you very
16 much, Mr. McKee. For a wrap up, we will hear from
17 Michael Altschul from CTIA.

18 MR. ALTSCHUL: Thank you, Commissioner
19 Abernathy. I want to thank the Commission for
20 including CTIA in this panel. Time is short. You
21 have heard from the carriers and experts on
22 implementation, so although it's very hard for me as a
23 lawyer to limit my remarks I really just have three
24 points that I would like to stress. I see Norm
25 Forshee is already smiling.

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1 First, I would like to make clear and
2 debunk any notion that wireless carriers are foot-
3 dragging in their deployment of E911 services. We
4 have already heard from the other panelists the
5 extraordinary strides that they are making actually
6 deploying and providing these services. It's
7 remarkable. As John Melcher mentioned, we have
8 progressed from what was an idea that wasn't supported
9 by any products back in 1994 to operational Phase II
10 services that already are serving more than ten
11 percent of the U.S. population.

12 I realize that isn't enough and we're not
13 here to congratulate ourselves for serving just ten
14 percent of the U.S. population. We are well on our
15 way. We know that we have the skills in this room and
16 among all of the stakeholders to meet the FCC's goals.

17 That's no longer an issue or a question for debate.

18 Second, as you heard Charles just say, I
19 want to emphasize the importance of one of Dale
20 Hatfield's findings that changing requirements can
21 only lead to delays in the rollout of wireless E911
22 services. Now is not the time to be moving the
23 goalposts. Carriers are so focused and PSAPs and all
24 the stakeholders are so tightly focused on
25 accomplishing the very ambitious goals that are set

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1 out for them.

2 Third, like the other commentators and as I
3 think we are going to hear all day, I want to echo the
4 comments that effective state as we've heard in the
5 case of Kansas City, regional leadership and
6 coordination is the single most important factor for
7 assuring the successful implementation of wireless
8 E911 service. The successful implementation of
9 wireless E911 is more closely correlated to state
10 leadership, planning, and coordination than it is to
11 the level of state funding.

12 Let me go back now since I promised to
13 limit it to just these three points and amplify just a
14 few of these remarks. The Hatfield report served the
15 very important role of focusing attention to all of
16 the other stakeholders and industry segments that have
17 to be up to speed and be working with wireless
18 carriers to make this happen. Remarkable progress has
19 been made in the past year. The voluntary industry
20 groups and the Commission's support for the industry's
21 activities have all led to the point where we're about
22 to be wowed by the progress we're all going to
23 collectively make rolling out these important
24 services.

25 While much work still lies ahead, the

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1 quarterly reports filed by the Tier I wireless
2 carriers document how much has been accomplished. I
3 had a long list of the reports that were filed back in
4 February as of the year end talking to the Tier I
5 carriers. It dawned on me that would probably be the
6 wrong thing to go through and list. The reports that
7 are going to be filed on May 1 are going to
8 demonstrate that in the last quarter we have made
9 really incredible progress. I predict that the
10 quarterly reports that will be filed in the next
11 quarter will even be more impressive.

12 Second, as we've all mentioned, now is not
13 the time to be moving the goalposts. Section 4.3 of
14 the Hatfield report urged the Commission to avoid the
15 addition of new requirements at this critical stage of
16 the rollout. Wireless carriers are stretching both
17 their financial and human resources to meet the
18 Commission's implementation deadlines. Under these
19 circumstances, new requirements, either in the form of
20 enhanced accuracy requirements or new implementation
21 obligations, can only dilute carrier efforts and thus
22 slow carrier progress. There should be no new
23 mandates until the Phase II implementation process is
24 completed.

25 Finally, the most important message that I

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1 have for you today is that effective state or regional
2 leadership and coordination is the single most
3 important factor for assuring the successful
4 implementation of wireless E911 service. States and
5 regions with strong leadership have been the most
6 successful in deploying wireless E911.

7 It is no coincidence that the current and
8 past NENA presidents have successfully deployed Phase
9 II service for multiple wireless carriers in their
10 home PSAPs both in rural markets such as Saint Clair
11 County, Illinois and in urban areas. These strong
12 leaders have been able to deploy wireless E911 within
13 their existing state budgets.

14 For example, in the case of John Melcher's
15 Greater Harris County, Texas, it has one of the
16 smallest surcharges in the country at just 50 cents
17 per month. As we just heard, in Kansas City, MARC has
18 successfully deployed Phase II without cost recovery
19 in either Kansas or Missouri. That's why we believe
20 that deployment of Phase II service is more closely
21 correlated with the state-wide leadership planning and
22 coordination than it is with the state funding.

23 Thus, rather than focus on funding which
24 is beyond the FCC's reach, we believe the Commission
25 should continue to concentrate its efforts on

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1 encouraging this kind of planning and coordination.
2 More importantly, Congress has endorsed this role for
3 the Commission in the '99 E911 Act.

4 I'm happy to see that the Commission has
5 updated its website and through this process has
6 included the states in this process. It is a process
7 that is going to bear the greatest benefits. As we
8 have heard this morning and we'll hear throughout the
9 day, through this coordination one request can bring
10 service to an entire region and to multiple PSAPs.
11 Scores of PSAPs can be brought up to speed at one
12 time.

13 Finally, let me just state that CTIA and
14 its members are proud to have developed the original
15 consensus proposal that formed the basis that allowed
16 the Commission to move forward with wireless E911.
17 We're committed to overcoming the obstacles to the
18 ubiquitous deployment of wireless E911 service.

19 Finally, we urge the Commission to find
20 ways within the current regulatory framework to adjust
21 its rules to fit the circumstances. As Dale Hatfield
22 suggested in his report, this additional flexibility
23 may better facilitate the roll-out of wireless E911
24 services than the rigid application of the
25 Commission's rules. Thank you.

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1 (Applause.)

2 COMMISSIONER ABERNATHY: Thank you, Mike.

3 A rousing round of applause because they kept to the
4 time limits. Good work. I'm very impressed. I
5 thought before we move on I would just put this in
6 context since everyone has been talking about where we
7 have to go from here and what we need to do next.
8 It's interesting to go back in time when this was a
9 glimmer in the eyes of the FCC about E911 roll-out and
10 appreciate at that time because I was working on it on
11 the outside, to coin a phrase from my daughter, we had
12 no clue about all the steps that had to fit together
13 to make this work.

14 Fundamentally, we were working with the
15 FCC, the wireless carriers, and pretty much the PSAPs.

16 Beyond that, there was no real appreciation of how
17 complex the entire process would be. We thought it
18 was one of these things that if you said it then it
19 would happen. So we now know a lot more today than we
20 did back then. That's the good news. The other good
21 news is that we've seen some super success stories
22 here which we can build on going forward.

23 So before we move on to the question and
24 answer at this stage, I thought what we might do is
25 allow an opportunity for each of the parties who are

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1 sitting at the roundtable, which is actually square,
2 to introduce themselves. You have already met Dale
3 Hatfield. We'll start here.

4 MR. KREVOR: Larry Krevor, Nextel.

5 MS. MAHONEY: Sharon Mahoney, Cingular
6 Wireless.

7 MR. NIXON: Jim Nixon, T-Mobile.

8 MR. PETERSON: Ernie Peterson with Three
9 Rivers Wireless representing National
10 Telecommunications Cooperative Association.

11 MS. KOHLER: Beth Kohler, Rural Cellular.

12 MS. BENNET: Carri Bennet with the Rural
13 Telecommunications Group.

14 MR. MALNATI: I'm Fran Malnati from
15 Verizon Wireless.

16 MR. PEDIGO: Mike Pedigo, Denco Area 911
17 District representing the Texas Cost Recovery Team.

18 COMMISSIONER DAVIDSON: Charles Davidson,
19 Florida Public Service Commission.

20 MR. MARZOLF: Steve Marzolf, the Virginia
21 Department of Technology Planning.

22 MR. JONES: David Jones, Spartanburg
23 County, South Carolina.

24 MR. TAYLOR: Richard Taylor, executive
25 director of North Carolina Wireless 911 Board.

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1 MR. HAYNES: Anthony Haynes, executive
2 director of the Tennessee Emergency Communications
3 Board.

4 MR. FORSHEE: Norm Forshee, Saint Clair
5 County, Illinois.

6 MS. HOFFMAN: Elizabeth Hoffman, Chief of
7 Staff for New York State Assemblyman Dave Koon.

8 MS. MILLER: Susan Miller, ATIS.

9 MS. HOGAN: Laverne Hogan, executive
10 director of the Greater Harris County 911 Emergency
11 Network in Houston.

12 MS. BAILEY: Evelyn Bailey, executive
13 director of Vermont Enhanced 911 Board, president of
14 the national association of state 911 administrators,
15 and chair of the Department of Transportation's
16 Wireless Steering Council.

17 COMMISSIONER DUNLEAVY: Tom Dunleavy, the
18 New York Public Service Commission.

19 MR. STRUNK: Greg Strunk, D&E
20 Communications. I'm a rural local exchange carrier in
21 Pennsylvania.

22 MR. O'CONNOR: Michael O'Connor, Verizon
23 Communications.

24 MS. MINES: Jackie Mines, Qwest
25 Communications.

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1 MS. SHORES: Joan Shores, BellSouth.

2 MR. LATINO: Tom Latino, SBC
3 Communication.

4 MR. MULETA: John Muleta from the Wireless
5 Telecommunications Bureau.

6 COMMISSIONER ABERNATHY: John, thanks for
7 being here for the entire time and for listening and
8 learning and for all the staff support you have
9 provided to make this happen. It's great that all of
10 you are willing to take the time to help us out with
11 this issue because it is very important as everyone
12 has said. Now as we listened to our panelists, Mr.
13 McKee said that cooperation, coordination, and
14 patience were critical. Again, it's something that
15 I'm continually talking to my daughter about and
16 pretty much good life lessons.

17 If we move past that, what I thought we
18 might do is get some of the other parties up here to
19 comment on three lessons learned that Karl Korsmo
20 presented to us and see if you agree with them. The
21 first was to summarize - and I hope that I'm
22 representing them accurately - that we are past
23 location technology issues. That's been done. So
24 we're now at the stage of dealing with permits and
25 coordination with wireline and those kinds of issues.

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1 The basic fundamental technology questions we're
2 through.

3 (2) State and regional leadership is
4 critical to successful implementation. A number of
5 you touched on that. (3) The collaborative dialogue
6 on technical issues is a critical part. Then he
7 closed with maybe what we can do to move the whole
8 process forward is to have some predeployment teams,
9 folks who have already worked through all of this and
10 have those go out to some of the states that are still
11 struggling. I will start with Treasurer Berry to see
12 what your thoughts are.

13 TREASURER BERRY: Certainly while I think
14 it's important that we have state leadership, one of
15 the things that has made Indiana a success today is
16 the fact that at the same time while we have had
17 state-wide leadership it's important that we use local
18 PSAPs to actually employ the technology themselves.
19 We've done that through several areas.

20 As I mentioned earlier, one is through our
21 seminars that we have hosted. There have been three
22 seminars that we have hosted first beginning with
23 Phase I and now in Phase II which has empowered them
24 with the information and brought them together in the
25 same room with all of the other stakeholders. The

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1 other thing that has helped us with the PSAP community
2 in Indiana is there was some great concern at first
3 when this state-wide board was developed. They were
4 concerned that there was going to be state-wide
5 oversight on them. They were concerned that they
6 would be taken away from the day-to-day 911 to a
7 certain extent.

8 We have eliminated that through the
9 communication but also through our cost recovery
10 mechanisms and providing them cost recovery based on a
11 percentage of their population. That's something that
12 has eased their life in not having to apply for that
13 on a daily basis.

14 MS. DOTY: A couple of things for me that
15 come into mind when you talk about coordination in our
16 region is I can't tell you how many PSAP managers I've
17 heard from saying I'm so glad that you are doing this
18 and not me. It doesn't take the PSAP manager away
19 from their daily responsibilities. Also as a
20 regional, we have a stronger voice than an individual
21 PSAP.

22 We're in touch with what's going on around
23 the country and what our requirements are as well as
24 what the wireless carriers requirements are. If I
25 have a carrier say you have to do this, I can be

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1 strong and have that voice and say no this is the way
2 that we work or this is what we are planning to do in
3 our region.

4 Another when you talk about cooperation
5 and patience is also flexibility. If we have an ice
6 storm on a day that we planned to do testing, the
7 carriers are flexible to reschedule. We just have to
8 work through those issues.

9 COMMISSIONER ABERNATHY: Your thoughts
10 over here. I know, Karl, you came up with it so you
11 probably agree.

12 MR. KORSMO: I would tend to agree with
13 myself I guess.

14 (Laughter.)

15 COMMISSIONER ABERNATHY: That's always
16 good.

17 MR. MCKEE: I agree with the points Karl
18 had made. Although the technical issues have been
19 largely addressed on the wireless side that doesn't
20 mean that there are no technical issues left. The
21 system is not just a wireless system. The system is a
22 series of pieces that all happen to be joined end-to-
23 end. All of those pieces of equipment have to all
24 talk to each other in the right language and in the
25 right sequence.

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1 That is always a challenge in every
2 deployment. Each PSAP has opinions about here we're
3 going to do it this way. So you do have to be able to
4 work through what the PSAP's expectations are on a
5 technical basis as well as on an administrative basis.

6 Those can be complicated things. It doesn't mean it
7 can't be handled. As Karl said, we're getting much
8 better at anticipating what those different
9 requirements are going to be.

10 COMMISSIONER ABERNATHY: We're probably
11 the only country that will end up rolling out two
12 different technical location-based systems. One will
13 be handset. Others are using network-based. What are
14 the technical issues associated with that? Any
15 surprises at all? Are we doing okay?

16 The wireless carriers certainly would
17 state that they are now past the initial hurdle and
18 delays at this point are more complex than simply the
19 wireless carriers aren't ready with the technology.
20 Two questions. The first is dual technology. How is
21 that playing out? The second is have you done all you
22 need to do. Is it pretty much a coordination effort
23 now, not a technology deployment effort?

24 MR. KORSMO: Commissioner, we do have
25 still a few technology hurdles to overcome on our GSM

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1 network although we are confident that we are getting
2 those solved. On the network-based side, we have
3 found that wider deployments are better for example.
4 I see Anthony Haynes sitting in front of me from the
5 great state of Tennessee and Richard Taylor from North
6 Carolina. I'll use those two as an example if I may.

7 We have many -- in North Carolina. We had
8 a state-wide request from Tennessee. Those are two
9 examples of state-wide leadership and state-wide
10 coordination. The reason that's important on a
11 network-based technology is because in order to locate
12 a person they say you need three cell sites for
13 triangulation. That's the way this network stuff
14 works. It works by cell site.

15 When you want to locate someone in a
16 county, you can't just build the cell sites in that
17 county. You have to build the cell sites in the next
18 county and in the next county. When we built Norm
19 Forshee, many of the cell sites we built were in
20 downtown Saint Louis - weren't they, Norm - because we
21 had to serve East Saint Louis.

22 So it's better to do these very large
23 deployments when you are dealing with a network-based
24 technology. We have been driven to do deployments by
25 PSAP request. In some cases like Anthony in the state

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1 of Tennessee, that's a pretty big "PSAP request."
2 That's the state of Tennessee. I've discovered that
3 is the longest state I have ever seen in my life from
4 east to west.

5 MR. HAYNES: We have a big gas tax.

6 (Laughter.)

7 MR. KORSMO: With Richard Taylor, for
8 example, in North Carolina, it's better not just to
9 build Greensboro but to build counties all around
10 Greensboro. That's the kind of coordination that
11 really helps get the service and the accuracy and
12 everything all at once. Maybe I'm a little biased on
13 the network side, but that's why I like to see these
14 large coordinated efforts. It speeds things. It gets
15 services to more people quicker. From our point of
16 view, it makes things more efficient than doing a
17 checkerboard kind of deployment.

18 COMMISSIONER ABERNATHY: Anybody else?

19 MR. ALTSCHUL: One of the good things the
20 Commission has done is provide this flexibility for
21 technology. The assumptions in 1994 are not the
22 assumptions in the 21st Century as to the capabilities
23 of the different approaches. All of the carriers,
24 regardless of the technology they have chosen, have
25 benefitted from the competition from the vendors. It

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1 has made all of the technologies better and faster to
2 market.

3 The final benefit of this is that it
4 provides a flexibility as digital signal processing
5 advances to continue improving these platforms and not
6 be locked in to any particular product or way of doing
7 it. The industry through ATIS and the other forms was
8 fortunate in the beginning to develop a common
9 language, a common way of signaling through the
10 network to the PSAPs latitude and longitude. So in
11 terms of PSAP implementation, the choices that
12 carriers select for location technology doesn't affect
13 their ability to receive from multiple carriers, as we
14 have learned, this information in a way that is useful
15 and actionable immediately by the dispatchers.

16 COMMISSIONER ABERNATHY: Why don't I open
17 up for questions? I'm still going to let you guys
18 talk. Why don't I open up questions to members of the
19 roundtable if you have any? If you don't, I can keep
20 asking. We'll also open it up to the audience.

21 MR. FORSHEE: I guess I'm somewhat curious
22 on the MARC effort. While I agree with that effort
23 and have long thought about following that same road,
24 you have a 911 system of a large number of PSAPs
25 creating their own selective router for wireless

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1 purposes. You have the NENA SWAT initiative on the
2 other side of the coin talking about too many
3 selective routers.

4 Then you have the future of being able to
5 link all of the PSAPs across the country together to
6 pass calls and data back and forth. It seems to me
7 these are opposite theories by creating routers or
8 eliminating routers. I would just like to know how
9 the panel feels about this.

10 COMMISSIONER ABERNATHY: A very good
11 question. Thank you.

12 MS. DOTY: I guess I can speak first. We
13 thought that was the best solution at the time and
14 really the only alternative that we had to implement
15 as quickly as possible. We would be really open-
16 minded to connect with other routers. Actually we
17 mentioned that to our LEC at one time. They didn't
18 seem exactly interested in it at that point. But we
19 are open to discussion on that in the future and would
20 be happy to continue to keep communications open and
21 working with everyone.

22 COMMISSIONER ABERNATHY: Anybody else?

23 MR. MCKEE: Well, from a wireless
24 perspective, it's probably obvious that the fewer
25 routers that we have to connect to the easier it is

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1 for us. The larger the coverage area we can get from
2 a single point of contact the better off we are.

3 The MARC experiment actually turned out
4 pretty well obviously because we were able to
5 interconnect directly and cover the entire city of
6 Kansas City. Since that's where I live, I was happy
7 to get the service. But sure, if we could do one per
8 state, that would be great. If we could do one per
9 four states, that would be great. Obviously the fewer
10 points of contact the better.

11 MS. BENNET: May I butt in?

12 COMMISSIONER ABERNATHY: Yes, hi Carri.

13 MS. BENNET: I know we have a whole panel
14 on rural issues later, but I think this is a good
15 point to bring up something that I wasn't planning on
16 discussing. It's great for the big carriers, but in
17 the sense of being more flexible when you have a small
18 rural carrier that's rural only having all of these
19 single routers and regional routers there's a lot of
20 facilities that the rural carrier would have to use to
21 get the calls to that router which increases the cost.

22 It might be better possibly to have the
23 rural carrier connect directly to the PSAP there where
24 it's right in the county rather than routing the call.

25 Because I'm not a technical person, I don't know how

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1 long it takes for all of these calls to get through.
2 But we have to be cognizant of the fact that the
3 rural-only carriers - I recognize large carriers serve
4 rural areas - have different set ups of their networks
5 that might make this more compatible. We need more
6 flexibility on that side.

7 COMMISSIONER ABERNATHY: Yes, Dale.

8 MR. HATFIELD: If I could just comment.
9 In the report, that's exactly the point that I was
10 making. There's somebody that needs to look at some
11 higher level architectural issues. This is exactly
12 what I'm talking about. It seems to me that
13 analytical power needs to be applied to this to look
14 at the cost trade-off and so forth to inform us about
15 that. This is precisely my point regarding the
16 overall architecture.

17 MS. DOTY: Actually we're facing that now.

18 I mentioned that we have six major carriers, but we
19 do have one rural carrier that only provides service
20 to one of the eight counties. We had looked into the
21 possibility of a direct connect into the PSAP. The
22 issues that we faced with that would be transfer
23 issues.

24 If we understand how wireless works, a
25 call coming in wouldn't necessarily always go to that

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1 one PSAP. There's a possibility to transfer out to
2 the highway patrol or to another agency. So we faced
3 issues with the transfer capability and redundancy.
4 That's why we would wish that they would connect
5 directly to our router.

6 COMMISSIONER ABERNATHY: Yes, we have a
7 question from the audience, a former panelist.

8 MR. MELCHER: Actually it's more of a
9 comment on the architectural interconnection of these
10 routers. When you are trying to connect 800 switches,
11 it's much more difficult than trying to connect 100
12 switches. The rural comment is the one I wanted to
13 address.

14 When we mentioned earlier about things
15 like LATA boundaries and even state boundaries
16 disappearing for 911 because 911 is sacred and should
17 be given special attention, the facilities exist for
18 you to connect to a router even if it were in Ontario
19 but it would be not a long distance trunk for you. So
20 it would be ultimately burdensome for the rural
21 carriers if the routers came down to a very small
22 interoperable network if things like long distance
23 charges and that kind of stuff still prevail.

24 There are available mechanisms. That's
25 what the SWAT policy team is looking at of things like

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1 federal tariffs and the like so that as long as you
2 are plugged into the 911 network it's a fixed price.
3 It's not a long distance. It's not user sensitive or
4 anything like that. It would still allow you to do
5 your 911 business without the overly burdensome cost
6 of interchange carrier trunks.

7 COMMISSIONER ABERNATHY: Thanks for adding
8 that to the mix. Anyone else?

9 MR. PEDIGO: I'd also like to comment on
10 the router issue. We have progress in North Texas of
11 getting different ILECs to interface their routers. In
12 the past, that has been difficult. We've been trying
13 to do that for several years. Recently we have had a
14 break through. We have the two major ILECs in the
15 North Texas area working on that and expect to have
16 within a few months interconnectivity between their
17 tandems. We feel really good about it. We don't feel
18 like the issue is really technical as it is getting
19 the players to do those things.

20 COMMISSIONER ABERNATHY: That cooperation
21 and coordination, yes. We have another question from
22 the audience.

23 MS. PARTYKA: Hi. I'm Janice Partyka from
24 TechnoCom. We are enabling deployment right now. I'm
25 wondering if it's been anticipated that the post-

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1 deployment issues and challenges that the carriers
2 face are as great as they are. I know the carriers
3 that we are working with right now are strategizing
4 and creating plans for ongoing maintenance of these
5 networks, sometimes calibration, optimization. It
6 seems like the eye on the prize has been deployment,
7 but for long-term accuracy there's a whole other prize
8 to be found. I'm not just talking about OET
9 compliance.

10 COMMISSIONER ABERNATHY: Why don't we move
11 this over then to the carriers? You are right. Once
12 we've deployed it, it would be nice if it worked for
13 more than a couple of years.

14 MR. KORSMO: I second that. I've been
15 making a speech quite often to our operations team
16 which is stressed beyond belief in deploying 911. My
17 speech has been guys and gals we're in the 911
18 location business now and forever. This is not just
19 about deployment. You break the tape, rah, got it.
20 Then we need to make sure with quality we work with
21 our partners in public safety to maintain this
22 network.

23 I will say it's challenging because a lot
24 of the same groups that are involved in deployment and
25 are stressed to the maximum right now in doing that

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1 are also the groups involved in the ongoing
2 maintenance. But we recognize that. We recognize the
3 issues. We are definitely working it out. It will
4 probably take more of that coordination and
5 cooperation with our public safety bretheren to work
6 out all of the issues which I'm sure we haven't worked
7 out yet on the issues of maintenance, trouble
8 shooting, et cetera. But that's the next step
9 definitely.

10 COMMISSIONER ABERNATHY: Mr. McKee.

11 MR. MCKEE: We've certainly made that an
12 important part of our process in dealing with the
13 engineering group as a whole as it is working its own
14 standards. All engineering within the company has to
15 go through certain processes as anything is brought
16 on-line, and 911 and all of the requirements
17 associated with it are integrated into that process.

18 Certainly after you have launched a
19 market, maintenance continues immediately. It's not
20 as if that's something that we've launched it and now
21 you are good for a few months or you are good for a
22 year. In a market such as ours in which we are
23 growing, we continue to grow at a rapid pace in which
24 capacity demands require that we continue to build
25 cell sites throughout these metropolitan areas that

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1 are being served with Phase II. We are bringing new
2 cell sites on-line constantly within areas that
3 already have Phase II service.

4 Accordingly, it has to be part of the
5 basic engineering infrastructure that our engineers as
6 they bring on every cell site have to go through
7 coordination with the PSAP and let them know that the
8 cell site is coming on-line. We have to do the
9 accuracy testing to make sure everything is working.
10 We in fact go out and drive test every new cell site
11 before it ever comes on-line to make sure that it is
12 working.

13 In fact, we've had a number of instances
14 in which we've delayed launching a new cell site that
15 we really needed for capacity purposes because there
16 was confusion over which PSAP wanted to handle those
17 calls, et cetera. So it is a part of our standard
18 process.

19 TREASURER BERRY: Actually long-term
20 operability is not only an issue on the carrier side
21 but it's also an issue on the PSAP side. One of our
22 concerns is with PSAPs rushing to find technology to
23 accept Phase II information and location information
24 but then not looking at the long-term as to whether
25 this is a solution they are going to want to use long-

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1 term and their belief that since we do provide cost
2 recovery for their technology that if they grow tired
3 of this system we would just provide cost recovery in
4 the future for a new system. We're in the process of
5 trying to develop those guidelines of when we would be
6 able to update with new technology improvements going
7 forward.

8 COMMISSIONER ABERNATHY: We have time for
9 one more question.

10 MR. FORSHEE: My question would have to do
11 this. At the beginning of these forums, someone
12 talked about turning this on and that it is in fact a
13 living breathing thing that continues to work. From
14 the carriers' perspective, have you seen not
15 necessarily at the PSAP level but at the board levels
16 above the PSAPS, at the administrative levels, a lack
17 of knowledge on the part of the public safety
18 leadership that this is a service that they have to
19 continue to support and not treat as just a job well
20 done, cut the tape walk away from it? Have you seen
21 that as you go across the country?

22 MR. KORSMO: Norm, I can't say I've seen
23 it. My work so far has been so down in the weeds with
24 the PSAPs and the deployment teams. I will say that's
25 a risk. But I personally probably have the wrong

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1 viewpoint at this point because I'm so down in the
2 weeds with deployment. Charles maybe --

3 MR. MCKEE: My response, Norm, would be
4 the entire process has been one of education. Much of
5 the early antagonisms that developed were in large
6 part a result of no one had a complete overview of
7 everything that this took and how many pieces were
8 involved. That education is an ongoing process at all
9 levels.

10 What I'm optimistic about is that we seem
11 to have expanded that level of knowledge to a large
12 degree. We're not done, but the more we do this and
13 the more we talk about it the more everyone will begin
14 to appreciate that complexity and the fact that you
15 are right, you don't turn it on and it's done. It's a
16 system that has to be constantly monitored.

17 COMMISSIONER ABERNATHY: Okay. I want to
18 thank all of our panelists. I also want to give a
19 brief summary of what we could take away from this
20 particular panel. The first is that there's
21 coordination and state best practices are critical
22 whether you go with the state-wide approach or whether
23 you go with regions. If you don't have that
24 involvement at the state level somehow doing an
25 overall coordination effort, then it's much harder and

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1 it will take much longer.

2 Second is that the technological overlay
3 issues go beyond whether you use a handset or a
4 network-based approach and really goes much deeper as
5 far as how will this massive database talk to each
6 other across the entire country as we promote
7 continued mobility. That's the whole point of having
8 wireless communications. You want to be able to go
9 anywhere anytime and be located anywhere anytime.

10 Third is long-term operability issues
11 which go beyond simply building a deployment network
12 today. How do you maintain it? How do you continue
13 to improve it and bring it to new levels of accuracy
14 over time. I got the message about no changing of the
15 goalposts.

16 So for all of us here, I have learned a
17 lot and I have been doing this for about six years.
18 Every time I'm involved with forums like this, I take
19 away new information and a greater appreciation of
20 just how complex this is. I want to thank all of our
21 panelists. I want to thank all of you. I will be
22 listening the rest of the day upstairs. Thank you
23 very much.

24 (Applause.)

25 COMMISSIONER ABERNATHY: By the way, there

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1 are no formal breaks here so we're going to move
2 straight to the next panel. Commissioner Adelstein is
3 here to lead off with the next round of participants.

4 COMMISSIONER ADELSTEIN: Thanks a lot. If
5 the presenters for the PSAP funding and operations
6 session could join me up here, I would appreciate it
7 and we'll get started. Well, we've heard a lot of
8 good discussion already this morning about the
9 challenges facing E911 deployment. I was able to
10 watch on closed circuit up in our office.

11 This panel is really crucial because
12 nothing else matters if the PSAPs aren't ready, able
13 and fully funded to provide the service. Right now, a
14 lot of PSAPs are in a great position to deliver the
15 service but others have a long way to go. So we'll
16 hear today about some of the successes that we've
17 experienced and some of the challenges that are still
18 facing PSAPs as they strive and gain the ability to
19 use a lot of this E911 data.

20 To speed the rollout, both state and local
21 government officials and PSAPs need to be even more
22 aware of how E911 can help them to do their critical
23 and life saving jobs even better than they already do.

24 Everyone who controls the purse strings has to commit
25 the resources needed to get this technology deployed.

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1 PSAPs face at least two major challenges.

2 First, they have to develop the expertise to
3 implement E911. The level of the expertise varies
4 greatly from state to state and even among PSAPs
5 within states as we heard today. We also heard
6 earlier about some of the critical outreach efforts by
7 public safety associations regarding E911.

8 They are doing a great job of providing
9 leadership on this effort. I'm looking forward to
10 hearing from them. We have Greg Ballentine, the
11 president-elect of APCO and John Melcher, NENA's
12 president. They will outline their organization's
13 outstanding efforts to help their colleagues in the
14 PSAP community.

15 The second challenge that PSAPs face is
16 getting and keeping the funds they need which will be
17 a major focus this morning. As we are all tragically
18 aware, some states with E911 cost recovery systems
19 have diverted those funds for uses having nothing at
20 all to do with E911. Senator Burns yesterday at NARUC
21 announced that he is considering legislation to stop
22 this. We will be interested in working with him to
23 see what ideas he will present for Congressional
24 consideration.

25 On this panel, we will hear from Steve

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1 Marzolf from the Virginia State Emergency Services
2 Board about how the state of Virginia collects and
3 distributes funding. Virginia has made great progress
4 in recent months in Phase II in 19 Virginia cities and
5 counties. As a resident of one of them, I feel safer
6 and very grateful for your efforts. I know that Steve
7 will touch on how centralized oversight of funding has
8 contributed to this success.

9 We'll also hear from Elizabeth Hoffman,
10 Chief of Staff to New York State Assemblyman David
11 Koon. Mr. Koon couldn't be here today because he had
12 important business he had to attend to in New York.
13 So we're very grateful to her for sitting in.
14 Assemblyman Koon has introduced legislation to revise
15 New York's funding mechanism to provide localities
16 with funding to expedite the development of E911
17 service.

18 Let's start off then with Greg and then
19 Steve. I'm going to next use my moderator privilege
20 to have Elizabeth speak after that because nobody
21 wants to follow John Melcher. Thanks a lot.

22 (Laughter.)

23 MR. BALLENTINE: Thank you, Commissioner.
24 My name is Greg Ballentine. I'm the director of
25 public safety and emergency services with the Mid-

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1 America Regional Council in Kansas City, Missouri.
2 Our region, as you heard about earlier, covers eight
3 counties in metropolitan Kansas City. But I'm
4 speaking to you today on behalf of the Association of
5 Public Safety Communications Officials.

6 I serve as the president-elect of that
7 association which includes 16,000 members that
8 represent every state in America including the
9 District. APCO applauds the Commission for its
10 continued priority on 911 deployment and for bringing
11 this distinguished group of people together to talk
12 about how far we've come and how far yet we have to
13 go.

14 In preparing to speak to you today, I had
15 the opportunity to engage in a conversation with
16 APCO's Project Locate team which you heard about
17 earlier and APCO's 911 committee. Our 911 committee
18 has representatives from throughout the nation who we
19 often refer to as the industry's best and brightest.
20 One of the things that was very important to our
21 association was to bring forward some of the issues to
22 this forum that are being dealt with in large and
23 small public safety centers throughout the country as
24 efforts move toward deployment.

25 APCO also supports the Commission

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1 continuing to hold strong on not moving the goalposts
2 per se. We don't want that goalpost moved back
3 farther, moved back from the 2005 deadline. There's
4 been some talk in the media recently about initiatives
5 to have that brought under reconsideration. Our
6 association is adamantly opposed to moving that date.

7 That date has been in place for a number of years,
8 and we've been working together toward that date with
9 a focus on the 2005 full deployment. We urge the
10 Commission to continue to hold strong.

11 Having said this, we understand that
12 public safety agencies also have a responsibility for
13 deployment and that agencies need to ensure that they
14 are ready. We heard from the gentleman from Sprint
15 earlier who said that the carriers are laser-focused
16 on Phase II deployment today across America. One of
17 the things that APCO would like to bring forward to
18 the carriers is to please ensure that the laser-focus
19 is at the local level as well.

20 It's common that we would come to a forum
21 such as this and hear about the commitments both on
22 the PSAP side and on the carrier side. What we have
23 to do is make sure that in the conference rooms across
24 America when a PSAP manager is sitting down with a
25 local deployment specialist that they are both laser-

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1 focused in moving forward.

2 Mr. Hatfield, thank you very much for that
3 very in depth report. It has been a tremendous value
4 in moving deployment forward in America. The Hatfield
5 report was clear about the term "PSAP fatigue." We
6 believe that efforts do need to be focused on moving
7 deployment forward and that continuing arguments
8 regarding cost demarcation and accuracy and LEC
9 readiness really need to be addressed.

10 Therefore, some of my comments today are
11 maybe seen as a reality check. We have heard a lot of
12 good positive news today and have put forward some
13 really great examples of deployment that has occurred.

14 Keep in mind that throughout the majority of America,
15 deployment has not occurred.

16 One of the things that we keep hearing
17 about is that the number of PSAP requests have
18 declined. I'd like to talk for just a minute about
19 why the Association of Public Safety Communications
20 Officials feel that those PSAP requests have declined.

21 It really relates to an issue of local exchange
22 carrier readiness and cost.

23 At present, there seems to be no realistic
24 sense of obligations of third parties such as the
25 local exchange carrier or database provider or any of

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1 their agents. As Mr. Hatfield reported to the
2 Commission, the local exchange carriers play a
3 critical role in the deployment of wireless E911, but
4 their responsibilities for supporting this deployment
5 are still not well defined.

6 The Commission must define these
7 responsibilities and promote proper accountability
8 particularly in non-cost recovery states. As you
9 heard about in the deployment in Kansas City earlier,
10 the tariff rates that were in place at the state level
11 would have resulted in more than \$2.4 million on an
12 annual basis to deploy wireless enhanced 911 in that
13 region.

14 The decline in PSAP requests is in large
15 part attributable to the budgets that PSAPs are
16 putting together and the analysis that they see that
17 it will cost them in order to move forward with
18 deployment. The Commission issuing an order several
19 years ago removing the cost recovery requirement for
20 carriers as a prerequisite to 911 deployment has
21 really created another situation in which there is a
22 cost recovery prerequisite but it is located at the
23 state level with the local exchange carriers.

24 I think I'll end with that. I will again
25 thank the Commission for the opportunity to talk to

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1 you a little bit today about the needs that APCO's
2 members see nation-wide. I'd like to express our
3 appreciation to be able to help deploy wireless 911 in
4 a number of PSAPs both through our Project Locate
5 initiative and the Public Safety Foundation of
6 America.

7 NENA and APCO have both tried really hard
8 to get the word out about wireless 911 deployment
9 activities through the NENA critical issues forums and
10 a number of APCO symposiums. We believe that those
11 efforts will continue. All players have to be a part
12 of this. We would urge the Commission to take a look
13 at the current biggest stumbling blocks and let's keep
14 our eye on the finish line. Thank you.

15 (Applause.)

16 COMMISSIONER ADELSTEIN: Thank you, Greg.
17 Next we will hear from Steve Marzolf from the
18 Virginia State Emergency Services Board.

19 MR. MARZOLF: Good morning. I would like
20 to thank the Commission for the opportunity to speak
21 here today before you. I am Steve Marzolf, the public
22 safety communications coordinator for the Commonwealth
23 of Virginia. I am also the secretary for the National
24 Association of State 911 Administrators.

25 Virginia was an early entrant into

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1 wireless E911 passing its first legislation in January
2 1998. The legislation created a state-wide surcharge
3 of 75 cents and the wireless board to administer the
4 fund. The legislation established cost recovery for
5 both wireless service providers and the public safety
6 answering points or PSAPs.

7 The board issued its first payments to
8 localities and providers in July 1999. In 2000, the
9 legislation was amended to expand the membership of
10 the board to 14 which includes seven local government,
11 four state, and three industry representatives and
12 also established the division of public safety
13 communications which I now head to act as staff for
14 the board and coordinator of all 911 activities within
15 the state.

16 Since its inception in 1998, the board has
17 provided nearly \$58.5 million to PSAPs in Virginia
18 with another \$18 million approved for the coming
19 fiscal year. During the same period, the board has
20 provided \$7 million to wireless service providers for
21 their cost recovery. Due to the early delays of
22 deployment, the fund has accumulated a significant
23 balance. With this, we've been able to provide
24 funding assistance to localities for the deployment of
25 landline E911 and to conduct a state-wide based

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1 mapping project which is essential to being able to
2 locate the wireless caller which has produced digital
3 aerial photography for all 45,000 square miles of
4 Virginia.

5 Yes, money has also been transferred from
6 the fund to help Virginia's \$6 billion budget
7 shortfall. But this will not impact the deployment of
8 wireless 911 in the state. With this groundwork laid,
9 we are now at a very exciting point in our
10 development. Every one of Virginia's 134 PSAPs and
11 localities have committed to the deployment of Phase I
12 and Phase II. We currently have 315 Phase I
13 deployments in 91 localities and 42 Phase II
14 deployments in 21 localities. Actually, in an email I
15 received earlier today, we are up over 50 Phase II
16 deployments in Virginia.

17 Most exciting of all is that we finally
18 feel as though all of the major roadblocks have been
19 overcome and that progress is being made. As we look
20 back at our success thus far and try to determine what
21 we have learned, several key factors are important. I
22 should point out that these will sound redundant based
23 on some of the prior presentations that you have
24 already heard.

25 First and probably most importantly is the

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1 presence of strong leadership and the commitment to
2 the deployment of the service. Someone or group needs
3 to take the leadership role to be the advocate for the
4 service and the single point of contact for all the
5 stakeholders. In Virginia, the wireless E911 services
6 board serves this roll. They are focused on building
7 a collaborative environment, removing obstacles to
8 deployment, and fostering a commitment to deployment
9 from all the stakeholders. But the board can only be
10 successful if all of the stakeholders are committed to
11 the deployment of the service.

12 When looking at the deployments in
13 Virginia and even around the nation, it's easy to see
14 where that commitment exists and where it does not.
15 Though to varying degrees all of our PSAPs have
16 committed to the deployment of the service and are
17 actively working towards it. Concern that some of our
18 smaller localities lack the resources and the
19 expertise to manage a project of this technical scope,
20 the wireless board in Virginia has offered project
21 management assistance in the form of a consultant to
22 each of the PSAPs to assist with the deployment
23 effort.

24 The board did not want to create a
25 situation of the have and have not agencies or

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1 localities throughout Virginia. The project
2 management assistance has allowed even the smallest
3 PSAPs to deploy this service. I would be remiss if I
4 did not also mention the support and commitment we
5 have received from our local exchange carriers,
6 Verizon and Sprint.

7 They have been proactive with system
8 upgrades. They have not sought per call or per
9 subscriber tariffs and they better not. They have
10 been a strong member of the deployment team almost
11 from the start of the project. I know many other
12 states and PSAPs have complained. We've heard here
13 today about problems with the local exchange carriers
14 being an impediment to progress. I'm very pleased to
15 say that's not been the case for us.

16 Finally, of course, we owe a great deal of
17 our success to the commitment of the wireless service
18 providers. Like the PSAPs, the level of commitment
19 varies among the companies. Some have struggled to
20 deploy while for others deployment has become routine.

21 From our first Phase II deployment with Verizon
22 Wireless in April 2002 in York County, Virginia to the
23 recent deployments that have brought some wireless
24 servers like ALLTEL up to date with their Phase II
25 deployments, all the stakeholders have worked closely

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1 to ensure the work gets done.

2 Beyond leadership and commitment, our
3 success has also been attributable to our availability
4 of resources. Due in large part to the early
5 enactment of our surcharge, the fund has also allowed
6 the board to provide incentives to the stakeholders.
7 Of the \$58.5 million provided to PSAPs thus far over
8 \$37.4 million has gone for additional personnel to
9 handle the ever increasing workload generated by
10 wireless E911.

11 To receive this funding, the PSAP need
12 only commit to and deploy the wireless E911 service.
13 This and project management assistance have been
14 excellent incentives for the PSAPs. They may not
15 otherwise have moved forward so quickly.

16 In summary, Virginia has been successful
17 due to the leadership and commitment of all of the
18 stakeholders. Starting at the top with Governor
19 Warner in the General Assembly, E911 has been both a
20 priority for both the landline and wireless service.
21 The leadership of the wireless board has fostered an
22 environment of cooperation providing incentives to all
23 stakeholders to stay involved. The PSAPs, local
24 exchange carriers, and wireless service providers are
25 all committed to deploying this service.

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1 As we look forward, and we have had a
2 great deal of success thus far, there's still a lot of
3 work that needs to be done. In particular, the lack
4 of standards especially with Phase II has become a
5 frustration for those of us on the leading edge.
6 Inconsistent data formats, the inability to
7 differentiate a Phase I and Phase II call, and
8 incomplete information can confuse and even delay the
9 call handling process.

10 We're lucky that Virginia has had the
11 funding and the leadership in place. Not every state
12 is in that position. After 15 years of only local
13 coordination in Virginia, 37 localities did not have
14 E911 on the wireline side deployed. Since the
15 creation of state-wide coordination, 18 of the 37 have
16 now implemented the landline E911 with all of them
17 scheduled to deploy in the next 18 months.

18 Similarly national E911 will require a
19 national 911 coordination. I therefore support the
20 recommendation in Dale Hatfield's report for a
21 national 911 office. This office should not pre-empt
22 state programs but should instead support the existing
23 program and provide encouragement and incentive to
24 create programs in states where they do not exist.

25 Thank you again for this opportunity to speak

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1 before you today. These forums offer an excellent
2 opportunity to discuss problems but they must be
3 followed up with action. We know what needs to be
4 done. It's being done in states like Virginia,
5 Vermont, North Carolina, Tennessee, Indiana, and Rhode
6 Island just to name a few. With everyone's continued
7 hard work, we will build a system that can be
8 continually improved and sustain public safety in the
9 United States. Thank you very much.

10 (Applause.)

11 COMMISSIONER ADELSTEIN: Thank you, Steve,
12 for that great success story and that insight. A lot
13 of us heard at the Commerce Committee hearing in March
14 from State Assemblyman David Koon from New York whose
15 own tragic loss spurred his efforts to try to bring
16 wireless E911 to New York. Now we'll hear from his
17 chief of staff, Elizabeth Hoffman.

18 MS. HOFFMAN: Good morning. My name is
19 Elizabeth Hoffman. My boss is very sorry that he
20 can't make it. Hopefully we are doing a budget in New
21 York state today. This is only the nineteenth year in
22 a row that it's late. Assemblyman Koon represents the
23 eastern portion of Monroe County in Western New York
24 in the New York State Assembly. We truly appreciate
25 the opportunity to be able to participate in this

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1 roundtable and this forum.

2 We would like to begin by thanking the FCC
3 for taking the initiative to encourage the development
4 and deployment of wireless enhanced 911. Both the FCC
5 and Congress recognized early that this was an
6 important public safety issue. The Assemblyman is
7 grateful for the hard work and leadership shown during
8 this evolving process of improving and implementing
9 wireless E911.

10 The issue of wireless E911 has a very deep
11 personal meaning for Mr. Koon and his family. In
12 1993, their daughter was abducted and murdered in
13 Rochester, New York. They had installed a wireless
14 telephone in her car in the event of an emergency so
15 that Jennifer could call for help. Somehow Jennie
16 managed to dial 911 for help from her car phone,
17 however the 911 dispatcher was unable to locate her
18 because the technology just didn't exist.

19 The dispatcher listened helplessly to the
20 last 20 minutes of Jennie's life. It is this personal
21 family tragedy that prompted the Assemblyman's
22 involvement in public service to help make New York
23 state a safest place. I know that he is deeply
24 grateful to have had the opportunity to share his
25 story with the hope that the implementation of E911

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1 technology in every state will make it possible to
2 determine the location of a person making a wireless
3 911 call.

4 It has been recognized in New York state
5 that there is a problem with the funding of our public
6 safety answering points or PSAPs. The state collects
7 a monthly wireless 911 surcharge that could be used
8 for the upgrading of the locator technology. The
9 surcharge currently is \$1.20 state-wide with 19
10 counties having the ability to impose an additional 30
11 cent surcharge. So it could be \$1.50 in different
12 parts of the state. However, New York state is not
13 using this surcharge to provide funding for our PSAPs.

14 With the guidance and leadership of
15 Speaker Sheldon Silver, Assembly members Robert
16 Sweeney, RoAnn Destito and Thomas DiNapoli and many of
17 Mr. Koon's other colleagues in the New York State
18 Assembly, he has introduced a new piece of legislation
19 that will change how New York state funds the
20 deployment of wireless E911 technology. A copy of
21 this bill, Assembly Bill 3911, has been included in
22 your packets. It passed the Assembly on February 24,
23 2003. However, there has been no movement in the
24 state senate. But we're still working on it.

25 After many attempts to fund a successful

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1 E911 program in the state of New York, we think that
2 this is finally a solution. It's actually loosely
3 modeled after Virginia's successful program. The
4 legislation creates the wireless 911 local incentive
5 funding enhancement or LIFE program in order to
6 provide localities with funding to expedite the
7 development of enhanced wireless 911 service.

8 Wireless 911 LIFE will encourage the
9 development of enhanced wireless 911 services by
10 providing funding to local wireless emergency dispatch
11 centers or PSAPs. In order to be eligible, local
12 PSAPs would have to submit a written plan including a
13 financial plan and implementation time tables to the
14 state 911 board for approval. Upon approval, local
15 PSAPs would be eligible for funding related to
16 equipment, software, and hardware necessary to provide
17 enhanced wireless 911 service.

18 Three hundred million dollars in bonds
19 will be issued by the Dormitory Authority to fund the
20 costs associated with the program. The debt service
21 on these bonds would be paid from the existing New
22 York state wireless 911 surcharge. This program will
23 give vital technology dollars to municipalities now
24 and avoid the postponement of this important safety
25 issue any further.

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1 This current legislation is an extension
2 of legislation passed in 2002 that enacted the local
3 enhanced wireless 911 program. This program provided
4 \$20 million from the existing cellular surcharge to
5 help localities fund costs associated with the
6 provision of enhanced wireless 911 service. Ten
7 million dollars in funding was made available to
8 reimburse eligible wireless 911 service costs which
9 include installation and maintenance of equipment,
10 hardware, and software designed to meet the FCC
11 enhanced wireless guidelines. Further, \$10 million in
12 funding was made available to purchase additional
13 equipment.

14 The program is administered by a 13 member
15 board organized within the Department of State. The
16 2002 legislation reimburses localities for incurred
17 expenses. The current legislation, Assembly Bill
18 3911, will allow localities to receive funds
19 prospectively insuring quicker access to costly
20 technology.

21 According to the New York state emergency
22 call locator partnerships wireless enhanced 911
23 implementation guide, funding to technological
24 upgrades remains the most pressing barrier to
25 implementation in New York state. We strongly believe

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1 that enactment of this legislation would greatly
2 expedite the roll-out of wireless E911.

3 As been said several times today, and Mr.
4 Koon wanted me to emphasize, that it's important to
5 remember the successful implementation of wireless
6 E911 requires the cooperation of all parties involved:
7 local, state and federal governments, law enforcement
8 agencies, carriers and manufacturers. It is also
9 important for the public to be better informed and
10 educated about the process.

11 This roundtable is an important step
12 towards both increasing the participation of the
13 public in this process and getting the input from all
14 of the organizations present here today. Again, thank
15 you for the opportunity to be here this morning. I
16 look forward to any questions you may have.

17 (Applause.)

18 COMMISSIONER ADELSTEIN: Thank you,
19 Elizabeth. Next we will hear from the great John
20 Melcher, NENA's president.

21 MR. MELCHER: Thank you, Commissioner,
22 nothing like setting the bar high. It occurs to me
23 that everyone in this room has a little bit of skin in
24 the game here or as we say in Texas you have a dog in
25 this fight. But deployment of E911, like anything

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1 else that is a great technological challenge and great
2 administrative and coordinated challenge, really boils
3 down to one thing, maybe two things: political will
4 and funding. Where the former exists, the latter
5 shall surely follow.

6 But it's really more about leadership than
7 anything. We mentioned earlier that the Commission
8 took a bold leap in the '96 rules that hung a target
9 on the wall. From '96 to 2003, we have learned a lot
10 of things in the deployment of 911. We've gained a
11 lot of lessons and a lot of insight on what it takes
12 to truly do it. But that certainly does not take away
13 from the bold leadership that the Commission showed
14 when they passed the rules in the first place.

15 When we talk about leadership, we have to
16 talk about those who have vision and those who have
17 focus, even laser-focus. So you have to look to true
18 proven leaders who have done it, have a track record
19 behind them, and can speak with authority. Of those,
20 I'm speaking of Tim Berry and others like him who
21 actually have the authority to commit to the job, they
22 have the funding to make it happen, and they have the
23 political will to make sure that everyone tows the
24 line.

25 Towing the line is not about sticks. It's

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1 also about carrots, and it's building of teams. You
2 cannot take things that are as complex as our
3 telecommunications infrastructure today, the hodge-
4 podge, patchwork network of 911 infrastructure today,
5 the new and emerging technologies that are being
6 brought to bear on this solution, and all of the
7 desperate political agendas that exist today without
8 building a team. Every team has to have its leaders.

9 Those leaders must be possessed of
10 knowledge and forethought. They almost must be
11 divinely inspired to some degree because there are
12 different agendas at play. However, the overarching
13 goal for all players is bringing location technology
14 and emergency services to those who are in need at the
15 time of their greatest crisis.

16 We have heard all of the sob stories and
17 terrible tragedies of people who died because the
18 technology wasn't there yet. We've heard today of
19 successes about how people are being saved today
20 because the technology has been implemented. But
21 there is a huge chasm between the haves and the have
22 nots.

23 I'm not so sure that we can lay all of the
24 culpability at the local exchange carriers because
25 they are not ready. To be quite honest with you, I

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1 don't know of a local exchange carrier that isn't
2 already ready or isn't in the process of becoming
3 ready. I don't know of a wireless carrier out there
4 that doesn't have some sort of a game plan or a
5 technology in their vest pocket that they are ready to
6 deploy just waiting on making sure that the
7 coordination between the public safety groups, the
8 local exchange carriers, and the vendor community is
9 all in place.

10 So with all of these positive things, why
11 do we still have this big gap across the United States
12 where there is no deployment? Well, I believe it gets
13 back to the first three things: political will,
14 funding, and leadership. Where political will and
15 leadership exist, funding should not be an issue. For
16 those in their states who have taken money away, every
17 dollar you take away is impacting deployment.

18 It can either happen faster and those
19 dollars can then be reduced or it can happen better.
20 Where dollars are being diverted, they should not be.
21 Where no game plan exists in your area or your
22 region, it should. Put yourself in a carrier's
23 position. The 911 technology has to be rolled out
24 nation-wide.

25 Just like a CDMA conversion from amps or a

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1 TDMA conversion or a GSM overlay has to be done, it's
2 something that a carrier has to look at within their
3 footprint whether it's nation-wide or a few states.
4 They have to say I'll start here and end there, and I
5 want to get it done by a date certain because I don't
6 want to be doing this for the rest of my life.

7 The 911 should be the same. It should
8 have a coordinated, balanced, sensible game plan for
9 deployment. It shouldn't be a little here and a
10 little there and let's get it all done quickly. It
11 should be done orderly. Where the PSAPs are ready, we
12 should start. Where the PSAPs are not ready, we
13 should help them become ready.

14 Funding is an issue. Everyone should be
15 dealt with fairly. When we talk about the carrier
16 cost recovery, we also have to talk about PSAP cost
17 recovery. It costs money to make PSAPs ready for
18 wireless 911. The first and only comprehensive effort
19 to date to actually put a figure on what this is going
20 to cost is coming out of the fiscal and technology
21 teams of the NENA SWAT initiative.

22 We now have a figure that looks something
23 like 8.4 billion over the next five years to make this
24 happen in every county and parish in the United States
25 of America. Now 8.4 billion would take some of these

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1 people in the room and make them gasp. But on the
2 other side of that equation, we're looking at how much
3 money is being raised in this country for 911
4 services. We find that the delta, although there is a
5 delta, is not this horrible chasm but we're actually
6 not to far away.

7 So is there a roll now for the federal
8 government to play in this? We think so. There
9 should be some leadership. Dale called for leadership
10 or a national officer for 911. Anybody that walks up
11 to me and says I'm from the federal government and I'm
12 hear to help you scares me to death. But is there a
13 role for the federal government to play in oversight
14 and standards creation and making sure the bar is set?

15 Absolutely.

16 How do we define that role? I can tell
17 you. You get the people who have skin in the game at
18 the table and you take their collective knowledge base
19 and you take their problems and you take their
20 solutions and you put them all out. Where sane,
21 knowledgeable, reasonable people gather together to
22 create solutions, good things happen and those efforts
23 are blessed.

24 When you take everyone's issues and you
25 make them as if they are your own so that you

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1 understand what your brother is going through, then
2 you are not predisposed, or duplicitous, to an outcome
3 that has been prearranged. You are more likely to
4 understand an outcome that is better for all involved.

5 That is the key to our success. It is building teams
6 and making sure that we understand not only our
7 problems but the problems of everybody else on the
8 team.

9 When it comes to funds raiding, you are
10 looking at people who work for these elected officials
11 who are raiding the funds. It's almost like talking
12 about your daddy's drinking problem. You just can't
13 do it. You are looking at people who work for elected
14 officials that are not allowed to speak out. I'm not
15 going to be fired over speaking out over funds
16 raiding, at least I don't think I am. My boss is in
17 the room. Another incredible leader who has laser
18 focus because her goal, her objectives, her job,
19 everything about her employment is making 911 happen
20 in the best possible way for her citizens.

21 There are others of her colleagues that
22 are here today to talk about the Texas cost recovery
23 effort. That is a true example of teamsmanship and
24 bringing the parties together to discuss their issues.

25 We've done it with the wireless carrier community.

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1 We've done it with the local exchange carrier
2 community with incredible success. Not everybody got
3 everything they wanted but everybody walked away
4 happy. Yes, we need a national voice. But more than
5 that, we need a national spirit. That spirit should
6 be one of kindred teamsmanship. Thank you.

7 (Applause.)

8 COMMISSIONER ADELSTEIN: Thank you, John.

9 I think you met the high bar that we set for you. We
10 heard a lot, and this was an excellent panel, about
11 what it takes to get this done. It's about
12 leadership, team building, commitment, divine
13 inspiration which I hope we need some more of here at
14 the FCC. As you heard from Steve, it also was a point
15 of focus that we saw in the Virginia experience.

16 We have a great roundtable here with us
17 this morning. There's a lot of wisdom, experience,
18 and knowledge out there. I'd like to really get a
19 dialogue going on this about drawing in also some of
20 the experiences you have had that have been successful
21 or challenges that you see.

22 For example, I see we have Anthony Haynes
23 here from the Tennessee Emergency Services Board.
24 I've heard from him about the outstanding experience
25 of Tennessee. Maybe if you could just share with us

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1 for a moment, Anthony, some of the experiences in
2 Tennessee and the great job that you've done there for
3 other states to benefit from.

4 MR. HAYNES: Thank you, Commissioner. We
5 are not without bumps in the road so to speak. We've
6 had them with industry. We've had them with PSAPs as
7 President Melcher mentions. But it all does go back
8 to that leadership. It's not anything that we can
9 just claim we woke up one morning and we had a bright
10 idea.

11 It was a lot of stars lining up for us
12 together. We had leadership in the state legislature.
13 We had leadership among 911 types. We have had some
14 of the best local 911 leadership from emergency
15 communications districts in the country. But it is
16 very much a struggle. We do today, at least as of
17 close of business Friday, had 65 of our 95 counties in
18 Tennessee getting live Phase II data from at least one
19 carrier, usually multiple.

20 That has been a lot of work in itself.
21 It's all the way from fighting with carriers. The FCC
22 standard is not whether or not you have GIS mapping to
23 receive Phase II data. Once we get past that, we go
24 to the next county. Your rebid button is right here.
25 Do you know what that's for? It's amazing the issues

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1 we run into to make a deployment happen at the local
2 level.

3 The only thing I would add in closing,
4 Commissioner, is that I hope that the 911 community is
5 not misunderstood by saying we're almost there, it's
6 time to stop. We still have a lot of LECs that are
7 using camera trunking. There's going to be a lot of
8 data that comes across the circuitry in years to come.

9 I'm not thinking one or two years down the road. I'm
10 afraid that as a nation that's how far we're looking.

11 We're so hung up on reaching the goals
12 that we set for ourselves five and six years ago that
13 no one is thinking about when my nine year old kid is
14 going to be having a cell phone and a car in about ten
15 years. We have to start thinking about that down the
16 road. If we start after we reach Phase II in this
17 country, we're never going to get there. We'll run
18 into the same deployment issues if not greater
19 challenges than we do today.

20 So I commend the industry for what they
21 have done in our state. I am very happy with the
22 wireless industry. I'm very happy with BellSouth.
23 I'm very happy with Sprint LEC. As I said, it came
24 with bumps, but one of the things we do is improve our
25 communication. Every close of business day, I have a

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1 call with the people in the field doing the deployment
2 for BellSouth.

3 That has helped more than any meeting in
4 Atlanta or any trip to the FCC that we've done. I
5 would just close on that as the spirit of working
6 together and communicating that could probably help do
7 more to advance E911, particularly in those rural
8 areas, Commissioner, I know you and I share a love
9 for. Thank you very much.

10 COMMISSIONER ADELSTEIN: Thank you. I
11 don't know if we have any other observations from the
12 experiences that you have had that you would like to
13 share with us. Any other state or local officials
14 have any comments?

15 MS. HOGAN: One of the things that's
16 helped us to be successful across the state of Texas
17 is the creation of 24 emergency communications
18 districts. Those are districts that were approved and
19 authorized by the state of Texas legislature and then
20 followed up by a voter referendum so that we know the
21 voters and citizens that we serve really supported
22 what we were trying to do.

23 In our particular case in the Harris
24 County area, that voter referendum passed by a vote of
25 82 and a half percent in favor of establishing an

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1 emergency communications district and assessing - at
2 that time it was back in 1983 - a fee on wireline
3 service. The funds that are collected through these
4 emergency communications districts are dedicated
5 funds. They cannot be used for anything except the
6 provision of emergency communications.

7 We have local boards who are very well
8 attuned to the needs of our citizens. That's one
9 reason why the districts in Texas have been able to
10 move forward because of those local boards. In
11 addition, the 24 communication districts work very
12 closely together. The larger ones such as ours,
13 Tarrant County, Bear County and others, help support
14 the smaller ones.

15 We come together. We share resources. We
16 share the cost of contracting for regulatory attorneys
17 and for other kinds of assistance. The larger
18 districts share the bulk of the cost so that the
19 smaller districts have access to the same kinds of
20 resources and information.

21 On the wireless side, the fee is collected
22 state-wide. Our wireline fees come directly to our
23 district and are collected by our local telephone
24 companies. The wireless fees, however, are collected
25 state-wide. They are remitted to the State

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1 Comptroller's Office. Then they are distributed based
2 on population that we serve.

3 That's true for the districts. However,
4 part of Texas has been caught up in this situation of
5 not having those wireless fees allocated. The
6 councils around the state who administer 911 have not
7 received any wireless fees in the last two sessions of
8 the legislature. The Texas legislature only meets
9 once every two years. There is \$61 million sitting in
10 the Texas State Treasury that has not been
11 appropriated.

12 It's there. It has not been taken, but it
13 has not been appropriate. Those areas of the state
14 have not been able to move forward. In the case of
15 the districts, however, we have resources and those
16 fees are dedicated. I really believe that until we
17 get to the point that legislative bodies cannot either
18 hold up the fees or rob the fees there are going to be
19 problems with deployment of wireless.

20 COMMISSIONER ADELSTEIN: Thank you for
21 sharing that story. Anyone else? Yes, Mr. Jones.

22 MR. JONES: David Jones from Spartanburg,
23 South Carolina. I would like to respond on some
24 comments about LEC participation. In the six wireless
25 Phase II deployments that have been done in my

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1 jurisdiction, we made that very specific effort that
2 we had to forge this partnership with all of the
3 parties involved. This was not a singular effort by
4 any means.

5 In my particular case, the LEC was
6 BellSouth. They were very much an active partner from
7 the very beginning. It was a long process, but there
8 is no doubt that they had to be a partner. When we
9 started, we went in there seeking their commitment,
10 not only the LEC commitment but also the commitment of
11 each of the wireless carriers and all the third-party
12 providers. It's that commitment and a term that I
13 call "stick-to-it-iveness" that is required in this
14 type of partnership.

15 The idea that the LEC perhaps could have
16 an option of not participating is simply not so and is
17 simply cannot be allowed to occur. So you go in and
18 you seek that commitment. In my case, that was given
19 and they worked for it throughout the deployment of
20 six wireless carriers.

21 COMMISSIONER ADELSTEIN: Thank you for
22 sharing that. I would like to open with a question
23 for the panelists. Then we'll move on to any
24 questions that might come to the panelists from the
25 roundtable. Hopefully we'll have a chance for

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1 questions also from the audience before we wrap up.

2 One of the things we would like to
3 accomplish today is to see if there are any
4 recommendations that we want to promote to Congress
5 regarding this issue. We've been asked by the
6 leadership of the newly formed E911 Congressional
7 Caucus for our input on this. They are watching very
8 closely what we are doing here today.

9 I wanted to ask our panelists if they
10 believe that any national legislation would be in
11 order to help deal with the funding problems that
12 PSAPs are experiencing or to deal with the issue of
13 the diversion of funds and what initiatives you think
14 would be most helpful and where might that funding
15 come from. Any of our panelists?

16 MR. MELCHER: I'll be happy to start I
17 guess. NENA was very proud to play an active role in
18 starting to get the Caucus started along with many of
19 our colleagues. We think that there is a role for the
20 federal government, especially at the Congressional
21 level. There are probably several roles, not just
22 one.

23 Introducing legislation that says to the
24 states if you are raising money in the name of 911
25 then you should spend that money on 911 and not divert

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1 those funds. There are precedents out there that
2 allow them to do that. There are also some what we
3 call cross-sanction type things that have been
4 discussed. EMS in this country was a very good
5 example.

6 One would think that EMS was founded by
7 the Department of Health or the Surgeon General. It
8 wasn't. It was founded by the National Highway
9 Traffic Safety Administration. Under U.S. DOT, they
10 started putting seed money out there to train medical
11 technicians and equip ambulances. They found that you
12 can actually save lives by getting an increased level
13 of training and better equipment out there because EMS
14 was handled by the funeral homes. They had the light
15 on the top of the hearse. If the patient died on the
16 way to the hospital, you make a left instead of a
17 right and everybody is still happy.

18 After they found that the program was
19 successful, then they started making rules that said
20 you must put a program in place in your state to be
21 eligible for highway funds. If you don't have a
22 certified, bona fide EMS program in your state, then
23 we're going to cut off your highway funds. So that
24 was an excellent way for the federal government to be
25 able to say this is important to us.

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1 It gets back to 911 has to be a top
2 priority. I know the Commission is struggling with so
3 many pressures that the carriers are putting on you
4 about all of the mandates that are out there. There
5 are all kinds of mandates. I don't even want to get
6 into the details of them.

7 But my job is not to carry the water for
8 them. My job is to say 911 should be a priority. Of
9 all of the mandates that you have on the carriers,
10 whether it's local exchange or wireless carrier, 911
11 should be the top priority. If it's almost like a Y2K
12 deadline that we're up against, then we have to shunt
13 some of our other efforts in order to make 911 happen
14 on time.

15 And 911 should always happen on time. It
16 should always be the forefront of what we're thinking.

17 The other thing you can help them do, especially
18 those who are very proactive in the Commission, is
19 that 911 cannot be an afterthought. It has to be a
20 forethought. If you are introducing new technology
21 for telecommunications or for data or for voice, 911
22 must be part of your introduction in your business
23 model and your technology model.

24 With technology exploding the way it is
25 today, we can no longer afford to go back and say and

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1 how do you make that device 911 compliant. Voice over
2 the Internet should not be allowed until we figure out
3 how to make it 911 compliant. You should not be able
4 to connect to the public switch network and place a
5 call for help unless you are 911 compliant.

6 Telematics has to be brought into the
7 fold. I love it when I'm vindicated because we gave
8 speeches two years ago about Vice President Cheney's
9 implanted pacemaker someday via bluetooth would talk
10 to his cell phone and tell it to call 911 and some
11 monitoring service would know what his heartbeat was.

12 Now that's in place today. We now have these I've-
13 fallen-and-I-can't-get-up devices that give you
14 latitude and longitude.

15 Those types of call centers need to be
16 integrated into 911 so that a 911 call taker gets the
17 same voice and the same data that the private call
18 center has possessed because those are the people that
19 are sending the resources that are going to save that
20 human being's life. It can no longer be an
21 afterthought. It must be part of the original plan.

22 (Applause.)

23 MR. BALLENTINE: On behalf of APCO, I
24 would echo that part of our federal legislative
25 platform includes placing some requirements on states

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1 that 911 funds collected for the purpose of 911 be
2 dedicated to that purpose and not raided for other
3 purposes. I'm not sure what the mechanism is to
4 ensure that to happen, but it probably is going to
5 take some leadership at the federal level in order to
6 keep states from doing that.

7 The other thing that we've talked about -
8 and what this panel's primary focus is - is funding.
9 This \$8.4 billion that President Melcher refers to is
10 not going to come in \$100,000 increments and really
11 achieve ubiquitous nation-wide 911 service. We're
12 really concerned about that Swiss cheese effect.
13 We've made a lot of progress. The focus of today has
14 been very positive, but if we don't take some action
15 now to make sure that there is a plan in place for
16 nation-wide 911 service we're going to end up with a
17 big block of Swiss cheese.

18 MR. MARZOLF: I guess to echo what John
19 said I think that all new technology absolutely has to
20 be 911 compatible. I know and have read comments from
21 several of the Commissioners at the FCC of not wanting
22 to slow the deployment of new technology and not
23 wanting to inhibit it. But we have to decide that 911
24 is a basic service and it's a service that's provided
25 on all communications technology regardless of what it

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1 is.

2 Ultimately, voice over IP would never even
3 think about trying to deploy the service if you could
4 only call other voice over IP users. They have to be
5 able to talk to the public switch telephone network so
6 that using voice over IP I can call Richard in North
7 Carolina even though he doesn't have it. So 911 also
8 has to be one of those basic services that is
9 absolutely provided.

10 As I mentioned in my statement, we
11 absolutely support the idea of a national 911 office.

12 If we're ever going to achieve ubiquitous E911, we
13 absolutely have to have that national level of
14 coordination. I want to be very clear that I don't
15 think it should pre-empt the states approaches and
16 that absolutely it should be there as another level to
17 enhance the levels that currently exist.

18 One of the concerns as a state coordinator
19 that we have with that federal involvement is the fear
20 that we end up going to the lowest common denominator.

21 States like North Carolina and Virginia and Indiana
22 are held back to a lower standard in order to let the
23 others catch up rather than letting us continue to
24 progress. I'd absolutely encourage and think that
25 Congress has an absolute role in getting involved and

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1 promoting the national effort the way many states have
2 done in state level government.

3 COMMISSIONER ADELSTEIN: Thank you. Do
4 any of the roundtable discussants have any comments on
5 that?

6 MR. HAYNES: Commissioner, I would just
7 add on something that Steve and John alluded to
8 earlier. It's the issue of an essential service. I
9 have always felt that universal service to receive
10 support from that fund that 911 should be a core
11 service. Technology evolves. Issues happen to this
12 country. Issues happen that affect public safety.

13 So now instead of just looking at whether
14 we have basic 911 as a core requirement of universal
15 service report, in order to receive it an be eligible
16 for it, one of the things -- I guess I should say you
17 asked the question about what could we tell Congress.
18 We can tell them that there are some things that the
19 Commission could do coming out of these comments right
20 here and that everything you do are we affecting 911.

21 Granted that may not necessarily deal with
22 content over at the media bureau or whatever.
23 However, there are a lot of day-to-day decisions made
24 around this place that affect 911 directly or
25 indirectly either as it relates to wireless carriers,

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1 as it relates to the LECs, or maybe it affects the
2 local 911 districts.

3 In doing that, I would recommend to the
4 Commission that each and every opportunity that you
5 have to take a look, how could this decision, how
6 could what the industry is asking for, how could what
7 the regulatory precedent is on this issue, how could
8 that affect 911. I think that could really help do a
9 lot that a lot of us don't even have on the radar
10 screens right now.

11 I keep hearing rumblings in talking to my
12 friends in the carrier world about consolidation.
13 There's no way in this economy. We're cannibalizing
14 each other's customer base. If we do have
15 consolidations in this industry, I think the effect
16 ought to look on if you are going to take this company
17 you are going to have some E911 requirements. That's
18 going to be the condition for the approval right up
19 front. You're not just going to drag your feet and
20 say we bought this, we inherited the liability, and
21 we'll get to it one of these days. There's a lot that
22 can be done right here at the Portals Building that
23 can help us advance the cause so to speak in the
24 regulatory world that ties into what these folks are
25 saying.

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1 COMMISSIONER ADELSTEIN: I'd like to open
2 it now for any questions or comments on the general
3 issue of PSAP funding and operation from the
4 roundtable to our panelists or to each other.

5 MR. NIXON: As the chair of ESIF, not as
6 T-Mobile necessarily but T-Mobile certainly supports
7 ESIF, I was concerned by a comment that Steve made
8 earlier about one of the problems he had in deploying
9 was a lack of standards over signaling and data
10 formats, et cetera. I would simply reinforce that
11 ESIF works very closely with NENA's technical
12 development conference and committees and APCO's
13 various committees on making sure that there are
14 appropriate standards out there available for all
15 facets of this task.

16 If there are things that you have
17 identified or that anybody has identified that are
18 lacking as far as standards go or approaches go, ESIF,
19 NENA, and APCO I'm sure would be happy to field those
20 questions and try and either identify the currently
21 established standard or help work to improve or create
22 a standard if it's needed. I just wanted to make sure
23 everybody understood that tool is out there.

24 MR. MARZOLF: I'm aware of that, Jim.
25 Most of the issues that we have actually are being

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1 currently worked on by either the NENA TDC effort or
2 ESIF. The issue is when you are on the bleeding edge
3 you find the problems. Then you have to hand them off
4 to the technical people to figure out the solution.
5 We didn't stop in the meantime. We're still moving
6 forward.

7 It's going to take time for those
8 solutions to catch up to where we are. We understand
9 that. The implication was not that anyone is dragging
10 their feet and not wanting to move forward. We're
11 optimistic that everything is going to come together
12 as we progress.

13 MR. NIXON: And ESIF is ready to help with
14 the triage you have on that bleeding edge any time.

15 COMMISSIONER ADELSTEIN: Any other
16 questions or comments?

17 MR. FORSHEE: Going back to what Jim was
18 talking about, I'm not speaking of the standard that
19 sets the format. What I've seen recently is who
20 decides what goes into that format. Who controls what
21 goes into a given field? I don't know if ESIF does
22 that or NENA does that.

23 If you go to various LECs across the
24 country and you are implementing wireless 911, you
25 soon find that LEC X says here's a format, put in it

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1 what you want and LEC Y says no we want this word to
2 appear in this field. It gets very confusing.
3 Somebody needs to sort that out. We need to establish
4 some guidelines for that.

5 MR. MELCHER: It's very good to define the
6 line between NENA standards setting and ATIS and other
7 recognized standard bodies. NENA is not a recognized
8 standard body. We do recommended standards. For many
9 states of the union, NENA recommended standards are
10 part of their state legislation.

11 However, NENA is really geared towards
12 maintaining a certain level of expertise and it's
13 strictly 911 related. When we get out into other
14 areas of telecom, we divest ourselves of some of that
15 responsibility into those who really do it for a
16 living. If I can, ESIF is really an extension and an
17 augmentation to the NENA standard setting process.

18 It deals with bringing those who are other
19 standards bodies into the solutions because once you
20 affect Cog A in the machine, Cog Z in the machine
21 somehow gets affected as well. That's where,
22 especially under the leadership of Susan Miller and Ed
23 Hall by providing this kind of forum, ESIF and their
24 leadership has been able to take and integrate with
25 TIA and Committee TY and all these others that have

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1 little bits and pieces.

2 As Charles McKee was saying earlier, this
3 is very complex. It's not just a wireless thing.
4 It's a wireless thing. It's a wireline thing. It's a
5 PSAP thing. It's all of telecom. So it's really a
6 segue from the NENA starting on the 911 side to how
7 does it impact the rest of the public switch network.

8 MR. NIXON: I'd just like to amplify just
9 slightly, Norm, that we are very sensitive to
10 duplication of effort as was mentioned earlier. The
11 whole ESIF process is set up to receive an issue and
12 then evaluate whether it's appropriate for ESIF to
13 handle it internally or if it's more appropriate to
14 hand it off to an existing NENA committee to work on a
15 particular standard.

16 So the data formats as far as the data
17 that flows through from the carriers to the PSAPs
18 typically has been handled under the NENA technical
19 development committee structure. The signaling, J
20 Standard 36 type things, are handled typically under
21 the formal standards development organization. We try
22 to efficiently handle the interface between those two
23 groups, the operational user group and the technical
24 group, as best we can to make it efficient and
25 effective to get an answer out that works for

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1 everybody.

2 MR. FORSHEE: Jim, just to respond. Mine
3 was more about ownership and responsibility of format
4 or data content as opposed to the other.

5 MR. NIXON: Okay. It's speaking more as
6 T-Mobile and less as ESIF. I can keep both of my hats
7 on maybe and turn them both out a little bit. All of
8 the carriers rely pretty strongly on the NENA data
9 formats as far as what data they are going to send and
10 in what format they are going to put it. Once we get
11 it from our system to the demark point to the 911
12 system, as was mentioned earlier, we try to get it
13 there as generically as possible so that once it hits
14 that demark point if you are PSAP A through Z or LEC A
15 through Z you can use that data, reformat it, and
16 present it in whatever method is appropriate for the
17 end user I would hope.

18 MR. MARZOLF: Also in our experience what
19 we have found is it's not always driven by one of the
20 people that we're talking with. It was driven maybe
21 by a developer some time ago developing a particular
22 system. We've had some issues of format or of content
23 that we wanted to change. That individual wireless
24 service provider maybe has their own MPC mobile
25 positional center for Phase II. For whatever reason,

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1 that equipment manufacturer can't change the way that
2 they do it. Or maybe they are willing to change it
3 but it's going to take a future iteration to do it.

4 As an example, the issue we had come up
5 recently in Virginia was the presentation of the
6 longitude and latitude for Phase I calls. Everyone
7 thought that was a wonderful idea in the planning
8 stage and development stage, but it confuses the call
9 taker immensely to have a longitude and latitude show
10 up for a centroid of a sector or the tower itself
11 rather than per an actual Phase II location.

12 One of our providers came to us and said
13 we can get rid of it if you like. Their MPC provider
14 said they could do that. So we started to talk to the
15 PSAPs about whether they wanted to. The question came
16 up will any of the other providers get rid of it.

17 The answer was a couple said maybe we
18 could and we're not really sure. A couple of them
19 looked to their third-party provider who weren't right
20 now capable but are planning to be able to turn it off
21 in the future. So it depends on a lot of these early
22 development decisions that were made on how the system
23 will work and isn't always something that can be
24 easily changed by anybody without some --

25 COMMISSIONER ADELSTEIN: If anybody from

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1 the audience would like to pose a question to one of
2 our participants here in the roundtable, please come
3 up to the microphones. You can say who you are and
4 ask your question.

5 MS. MOORE: My name is Linda Moore. I
6 work for the Congressional Research Service. I've
7 spoken to a number of people in this room on several
8 occasions. Because I work for CRS, I'm speaking here
9 as a private person. Everything I say is not a
10 statement from Congressional Research Service.

11 I have some questions about funding, two
12 important ones really. John, I know that the intent
13 for getting 911 compatibility with everything,
14 telematics, voice via -- is well met, but it's at your
15 cost of infrastructure. Almost everyone I have ever
16 talked to about PSAPs, staffing is an incredible
17 problem. There's never enough staff training. How
18 are you going to handle an additional cost to your
19 PSAPs by imposing additional types of calls that they
20 have to respond to?

21 That's my one question. The other
22 question is even though I absolutely agree that the
23 leadership has been important and where PSAPs have
24 been successful, I'm not sure that funding always
25 follows. Besides how can you give that to me as an

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1 excuse as a citizen of the United States if I come
2 from Tennessee which is well organized and I have an
3 accident in Massachusetts which has no funds? So they
4 didn't have leadership. Is that a good answer to give
5 to somebody? Those are my two questions.

6 MR. MELCHER: Thank you. Is that for John
7 or Jonathan?

8 MS. MOORE: John.

9 MR. MELCHER: I was just making sure. We
10 don't want to pre-empt the Commission's response.

11 (Laughter.)

12 COMMISSIONER ADELSTEIN: We want to hear
13 from you on that one.

14 MR. MELCHER: We may need his input later.
15 The first is about integration of new technologies
16 into the PSAP and creating the PSAP workload. Any
17 public safety manager who is not planning for an
18 increased call volume to their PSAP is not doing their
19 job because it's just reality.

20 It used to be at five o'clock on a Friday
21 afternoon on a major freeway you had a big accident
22 and people would run from their car and go to the pay
23 phone and call it in so you would get one or two or
24 three calls. Now you get 60, 70, 80, 90 calls for the
25 same accident. It's just because we now have a

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1 proliferation of devices that allow people to
2 communicate that did not exist before.

3 So any public safety manager that's not
4 planning for that and any elected official who's not
5 planning for that simply has their head in the sand
6 and needs to pull it out. But more so the integration
7 of technology really is not the biggest issue. By
8 applying the standards and formats and bringing the
9 stakeholders to the table, we're able to take things
10 like wireless location technology and apply things
11 that we had in place before like what we called mapped
12 ALI.

13 Always our addresses came in as a block
14 number and a street name, so 123 Main Street for those
15 who were very progressive were getting mapped ALI.
16 They had their communities mapped. So when 123 Main
17 Street came up on the screen, then the other screen
18 that had the digital map linked the dot on the 120
19 block of Main Street. By having mapping in place, can
20 a map do latitude and longitude for wireless calls?
21 Sure, that was an easy segue.

22 It wasn't really this horrendous burden of
23 oh my God we have to get mapping to do wireless if you
24 were already progressively thinking in your
25 technology. That doesn't mean that all across America

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1 there are a lot of PSAPs that don't have digital
2 mapping because they didn't have rural addressing. It
3 was Route 4 Box 2. All you had to know was it was Ms.
4 Myrtle's place and we knew how to get there.

5 But as technology progresses and as the
6 demands on public safety progress, it's not just
7 wireless 911. We have now demands on public safety in
8 the fire service and the police service. There's new
9 types of crime and new types of hazards out there with
10 terrorism and all this kind of stuff. There's more
11 demands.

12 So it's all a matter of having the big
13 picture in mind and making sure you are planning for
14 the long-term. The impact to the PSAP call taker,
15 although it is substantive, is not overwhelming.
16 Training is a huge issue. You have to make sure that
17 you keep those dollars available for training.

18 You can't just hire people and put them in
19 the chair and tell them to sink or swim because your
20 exposure and liability goes way up. You have to make
21 sure they are constantly trained. Our agency and our
22 counterparts in Texas spent an enormous amount of
23 money on continuing education and training.

24 The second part of that was your right as
25 a citizen to the service. I don't think that 911 is

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1 an entitlement. Anyone that wants to say that 911
2 should be an entitlement needs to come up with the
3 appropriate funding source to make it so. I'm not
4 objecting to 911 as an entitlement to every person in
5 this country because my job and my career has been
6 about getting 911 service to every one of my citizens
7 and now as a national leader to everyone that lives in
8 America.

9 But if we're going to call it something,
10 then let's really define it and let's support it as
11 such. If we're going to say it's an entitlement, then
12 let's figure out how to get it paid for as an
13 entitlement. Until we do that, then we have to make
14 best use of our funds and we have to be honest about
15 the use of our funds.

16 If we're raising money for 911 and it says
17 it on a consumer's bill, then let's spend it on 911.
18 If it's too much money and you have already done what
19 you need to do to make sure you have the best 911
20 system available, then lower that fee. If it's not
21 enough money or it doesn't exist, then get off your
22 duff and make it happen because you have citizens that
23 are at risk out there and it must happen. If it is
24 insufficient, then fix it.

25 I'm not a big fan of applying global

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1 issues for one bad apple or global rules for one rule
2 breaker. But I am a big fan - and I think that I
3 speak for all of us in public safety - of being held
4 accountable. The wireless carriers have to be held
5 accountable, the LECs, but public safety has to be
6 held accountable too. If we're not doing our job,
7 then it's the mandate upon everyone here to make sure
8 that elected officials understand their
9 responsibility.

10 As an elected official in the room, I know
11 that Tim can tell you he's not an expert on every
12 single topic. But those that are priorities for him,
13 he is an expert on and he has expertise available to
14 him so that he is knowledgeable and he's capable of
15 acting in the best manner. That's what's important
16 here.

17 I applaud Commissioner Adelstein even in
18 his confirmation hearings he talked about the
19 importance of 911 especially in the rural areas. He
20 has a very personal knowledge. I know he has a very
21 spiritual aspect to this because it is an important
22 thing and it does deserve that kind of priority.
23 Thank you.

24 MR. BALLENTINE: If I could just respond
25 to a comment or two. I certainly would disagree with

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1 the statement that 911 is not an entitlement, but I
2 absolutely agree with the statement that it should be.

3 I was reluctant to cue the mic and speak up because
4 the second part of that phrase was "whoever says it is
5 should come up with a plan to fund it." That piece I
6 don't have. But certainly this nation needs to come
7 up with some mechanism and some method to fund 911
8 deployment nation-wide.

9 The other part of the lady's question was
10 emerging technologies and how that integration of
11 emerging technologies into 911 centers affects the
12 national staffing crisis. First, on behalf of APCO,
13 let me thank you for recognizing that there is a
14 national staffing crisis in 911 centers and public
15 safety communication centers.

16 The position of the Association of Public
17 Safety Communications Officials is that any citizen
18 who attempts to dial 911 should have that call
19 delivered to the appropriate public safety
20 communications center immediately with the call
21 location information accompanying that call. Now if
22 these emerging technologies are something other than a
23 citizen intending to dial 911, then perhaps the 911
24 center is not the appropriate place for that call to
25 be delivered.

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1 It's hard to speak with a big paintbrush
2 over emerging technologies. But there are a number of
3 services out there that have other avenues to deliver
4 that call through to emergency services. I don't know
5 if that answers your question or not, but it certainly
6 is an issue; the staffing crisis that currently exists
7 throughout American and emerging technologies.

8 MR. MELCHER: I'd like to piggyback
9 because Greg makes an excellent point. One of the
10 deals is that we are under a staffing crisis. All of
11 these new technologies delivering more calls, one of
12 the things that we're working very closely on - as a
13 matter of fact we have the only up and running system
14 in the greater Houston metropolitan area - these call
15 centers that are non-911, they are private call
16 centers, in this case a telematics call center, is
17 able to integrate into the 911 system with voice and
18 data and everything that's coming from the vehicle or
19 from the driver or from whatever they have. Whatever
20 information they have on their screen, we now get on
21 our screen if it's pertinent to the 911 call taker.

22 But the value there that Greg touched on
23 is that if it's not an emergency we don't get it. So
24 the Ford Safety Center answers the call when the car
25 runs into something. The first thing they say is do

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1 you need an ambulance or do you need emergency
2 services. If they say no I just backed into my
3 neighbor's tree and it caused the device to deploy,
4 then we're not going to get that call.

5 So if each and every device out there,
6 whether it's the Bluetooth-enabled pacemaker or
7 whatever it is, were calling 911 then oh my God our
8 crisis would be ten-fold. But by taking the existing
9 technologies, the OnStar and the Ford Safety and all
10 these other centers, and letting them screen out the
11 non-emergencies, that's a good thing.

12 However, if it's an emergency call, make
13 no mistake, those call centers should be 911 compliant
14 just like any other device should be 911 compliant.
15 That voice should be a conference call to trained and
16 emergency response and the data that they are
17 possessed of the 911 call takers should be possessed
18 of as well in order to affect the appropriate
19 response.

20 Then the 911 call taker can come off the
21 line and affect that response. The private call
22 center can continue to babysit that customer as they
23 are paid to do. Life is good. But if they are not
24 integrated the way they should be integrated, that has
25 to change.

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1 MS. HOFFMAN: I would just like to speak
2 to the consumer part of it and leadership and funding
3 to your question. I come from a state where I pay
4 \$1.20 a month for a surcharge on my wireless phone.
5 My state doesn't use that money to fund wireless
6 enhanced 911 services. As a consumer, I should be
7 outraged. Every consumer in the state of New York and
8 every other state that charges consumers any sort of
9 surcharge and doesn't use that money for funding E911
10 should be outraged.

11 In the state of New York in the last ten
12 years, we have raised \$200 million in E911 funding on
13 surcharges. Audits have shown that money has gone to
14 everything but upgrading technology. That is where
15 leadership comes in. That's where leadership has to
16 play a very large role to say that this is enough, we
17 have to stop, and we have to hold leaders accountable
18 who don't do that.

19 (Applause.)

20 MR. MARZOLF: I was going to give John
21 Melcher a hallelujah there, but I thought it would
22 just make him talk more. One of our problems in 911
23 is that we've always been ralliers. We always get the
24 job done. You can throw any new device at us. We'll
25 find a way to make it work.

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1 It can be 2:00 on a Sunday. No one else
2 is around. But we will try and find a way to locate
3 the person. That's hurt us staffing-wise as well
4 because we don't have crises in 911. The calls still
5 get handled. The calls still get processed. Help
6 still gets dispatched. In these tough economic times,
7 when we go to our local legislative bodies and say we
8 need more staff, they look and say gosh I haven't had
9 any complaints about you but I've had lots of
10 complaints about the potholes and all these other
11 things so I'm going to put the money where the
12 squeakiest wheel is and it's not 911. That has hurt.

13 But also to the second part of your
14 question, Virginia like Indiana has empowered the
15 locals to deploy this service more so that deciding to
16 deploy it as a state. 911 in the United States is
17 primarily, not universally, a local service delivery
18 whether it's greater Harris County or whether it's the
19 state of Vermont as the local area. It is a local
20 delivery option. The citizens locally decide do I
21 make it a priority or don't it.

22 Do I enjoy the fact when I travel to other
23 places that don't have 911 that they don't and do I
24 think they should have it? Yes. But right now, it's
25 still a local decision whether or not to deploy the

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1 service. Until there is some sort of federal
2 legislation or state legislation to mandate it, it's
3 going to continue to be that way.

4 COMMISSIONER ADELSTEIN: Thank you for
5 that, Steve. The lunch hour is almost upon us. I
6 wanted to make a quick observation and announcement
7 and free everybody for lunch. We've heard a lot of
8 good ideas here today about getting PSAPs up and
9 running. I want to thank all of the panelists and all
10 of the roundtable participants for an incredible
11 session.

12 Certainly we heard about the need for
13 political will and leadership and funding. When those
14 happen, you get the standards in place and the
15 expertise at the PSAP level. Certainly speaking on
16 behalf of the FCC, because I know I've spoken to all
17 of my Commissioners, we can at least supply two out of
18 three of those. You can probably guess which ones;
19 the will and the leadership.

20 But the funding, as a lot of our panelists
21 noted in one way or another will follow if that will
22 is there. If the leadership is being displayed, the
23 money will find its way to the right place. Just as
24 water will flow, that will flow. So it's really a
25 matter of getting those things done. We here at the

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1 FCC prepared to do whatever it is that we can to
2 promote that and to support the great leadership of
3 the type that we've heard today from all of you and
4 some of the wonderful ideas that you have shared
5 today. So thank you for that.

6 With that, I'll just mention that we're
7 going to reconvene at 1:45 p.m., an hour from now.
8 For those of you who are new here, there are two
9 cafeteria-style establishments on the CY level of this
10 building, that's the Court Yard level. They named it
11 Court Yard level because they wanted to make sure we
12 had eight floors in this building even though it has
13 more than eight floors. So they came up with the CY
14 and TW. It all adds up to eight. In our previous
15 building, there was a famous eighth floor which brings
16 to mind the question of what happens if we ever move
17 to a taller building. Anyway, I thank you all. I
18 thank the panelists. I thank you all for
19 participating today. Off the record.

20 (Whereupon, at 12:49 p.m., the above-
21 entitled matter recessed to reconvene at
22 1:51 p.m. the same day.)

23
24 A-F-T-E-R-N-O-O-N S-E-S-S-I-O-N

25 1:51 p.m.

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1 COMMISSIONER COPPS: Good afternoon. My
2 name is Mike Copps. I'm pleased to welcome you to
3 this panel discussion on local exchange carriers and
4 E911. I want to thank our three panelists for taking
5 the time to make presentations here today and to help
6 us figure out how make our E911 system better and to
7 make it available around the country with all possible
8 speed.

9 As you have heard several times today,
10 this is not your every day FCC topic. This is about
11 saving lives. It does have a tremendously high
12 priority here, in the Congress, and around the
13 country. We all need to keep that in mind as we work
14 together to overcome the challenges that remain. We
15 have made some good progress over recent months.
16 There are still challenges that remain.

17 Having this forum today is going to be
18 helpful in helping us chart our direction ahead. Our
19 panelists today have been working to confront these
20 challenges head on. As they realize, this is not just
21 plain old telecom policy. So this is a really good
22 event to be having.

23 I am here today not to talk but to listen
24 and to moderate, so I'm going to turn to our panelists
25 right away. Then when the panelists are completed,

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1 instead of me asking a lot of questions, I might ask
2 first the folks at the roundtable here if they have
3 any comments on the presentations that have been made.

4 We're supposed to be ready to turn this over to
5 whatever comes next at 2:30 p.m. Whatever time we
6 have left we'll open up to questions from the floor.

7 First, we're going to hear from Mike
8 Pedigo of the Texas Cost Recovery Team. Following him
9 will be Tom Latino of SBC Communications. Then it
10 will be my good friend Tom Dunleavy from the New York
11 Public Service Commission. With that, I'm going to
12 turn the podium over to Mike.

13 MR. PEDIGO: Thank you, Commissioner
14 Copps. I appreciate the opportunity to be here. Like
15 other times, it seems like I always follow Melcher on
16 a panel and after lunch. He gave the sermon this
17 morning, so I'm here to testify to what he said.
18 That's what this is about.

19 I am here to talk about one of those
20 coordination/cooperation activities that we heard
21 about this morning. It's a real success story for the
22 911 districts and the entire state of Texas in whole
23 and how we have come to an agreement with SBC
24 Communications that we are working together to propose
25 to the Public Utilities Commission of Texas. In fact,

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1 the proposed agreement we have finalized. It's just a
2 matter of getting it together so that we can present
3 it jointly to the PUC hopefully to get their support
4 on this.

5 We appreciate this opportunity to
6 participate in this and to tell about how we came
7 about that because as Laverne Hogan mentioned this
8 morning there's 24 911 districts in Texas that work
9 together on a lot of projects. They cost share things
10 and all. Back last summer, the district directors got
11 together and decided to put together a cost recovery
12 team to deal with the issues of cost recovery as
13 related to implementation of Phase II wireless and
14 Phase I in those cases that had not completed Phase I.

15 In most cases, the districts had already completed
16 Phase I throughout the state.

17 The Texas Cost Recovery Team, which I'll
18 refer to as the CRT, started meeting last summer. We
19 were supported by resolutions or statements of
20 understanding by all of the districts. Twenty-two of
21 the twenty-four districts in Texas supported us in
22 concept and in who we are. We have kept them informed
23 throughout the process.

24 The purpose was to work with all of the
25 wireless carriers to come up with a reasonable cost

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1 associated with the implementation of Phase II
2 services and in the process of that to also move
3 forward as quickly as possible with the deployment of
4 those services throughout those districts. We started
5 meeting with them. Once we realized that as we were
6 looking at where we were going to be spending the
7 funds, Texas does have a cost mechanism in that there
8 is a 50 cent fee collected across the state as Laverne
9 said and sent out by population basis across the state
10 to the entities that administer that 911 system.

11 As we started working with the wireless
12 carriers, we realized that they weren't the only party
13 in this. We needed to be careful not to commit all of
14 our funds to the wireless carriers. The LEC that had
15 to connect us to the wireless carriers were an
16 integral part. We needed to make sure we knew what
17 those charges were going to be going into the terms of
18 agreements we had with our wireless carriers.

19 In October 2002, SBC Communications filed
20 a tariff proposal to the Public Utilities Commission
21 of Texas. They came with a cost that the CRT and the
22 other 911 entities in Texas had some difficulty in the
23 model that they were using and wanted to work with
24 them to come up with a better solution that better fit
25 our needs and yet give them what they needed to cover

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1 their costs and a return on their investment.

2 We looked at the proposed tariff that the
3 SBC submitted. It was based on a 28 cent per month
4 per call as well as a \$4,195 per PSAP implementation.

5 We had difficulty with that approach in that (1) it
6 made it really difficult for us as government entities
7 to budget when you don't know what the call volume is
8 and is it going to grow or is it not going to grow in
9 those areas with a lot of interstate traffic and
10 incidents. It would make a big difference.

11 The second thing that probably gave us a
12 little more problem was the reliability and
13 accountability for the deriving of the number of calls
14 per month per whatever unit. We approached SBC
15 Communications and asked them if they could come up
16 with another solution or another proposal in their
17 tariff that would work better than a per call basis.

18 After several meetings, they challenged us
19 to come back to them with a model that would work.
20 They said we understand you aren't happy with our
21 approach. We understand that. We're in business not
22 to give services away. You come back to us with a
23 proposal and we'll talk.

24 The team worked together, and we did come
25 up with a proposal that we approached SBC with. It's

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1 based on the same model that we were beginning to use
2 with our negotiations with the wireless carriers. We
3 thought this model works really well and is really
4 equitable across the state for those large 911
5 entities as well as the small ones. As Laverne
6 alluded to this morning, our wireless service fees are
7 sent back to 911 entities based on our percentage of
8 the total population of the state. So each 911 entity
9 gets that same percentage of the total wireless pot.

10 So we decided that it would make sense to
11 divvy up the expenses using the same model. We worked
12 with Southwestern Bell more toward not what the
13 individual cost per unit or whatever as how much is it
14 going to cost us to do this. Give us a bottom line.
15 How many dollars do you want from the state of Texas
16 to do LEC services for wireless over the next five
17 years? Tell us how many dollars you want.

18 So through their cost study, we enlisted
19 services from a cost study expert that went in and
20 evaluated their studies and had questions. They
21 worked with us on those questions resolving any issues
22 for the services. We came up with an agreeable rate
23 that both parties have agreed to for the five year
24 term, present value, meaning that if some of those 911
25 entities that have been collecting wireless funds for

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1 several years and are ready to deploy, they may have
2 that reserve balance for wireless that they could pay
3 right now and pay the five year term and not have to
4 finance that using the monthly recurring costs.

5 So with that present value, we came up in
6 an agreement with them to pay over the -- Red light
7 already. Anyway, we have an agreement. We're moving
8 in that direction. We have determined it's a win-win
9 solution. For us, we have it done. We've gone out
10 and sold it to all of the home rule cities. CSEC has
11 been a part of this process, the state 911 commission.
12 All have agreed in principle.

13 Where we are today is that we are to
14 submit our proposal settlement to the PUC in hopes
15 that they will concur with this and that we have this
16 resolved for five years. Everybody, whether they be
17 rural or in a metropolitan area, pays the same amount
18 so the burden is not shifted to those rural areas.

19 In conclusion, I would really like to
20 thank Tom and Southwestern Bell for the spirit in
21 which they worked with us through all of these
22 negotiations. They continued to implement Phase II
23 without an agreement and did not impede it. In fact,
24 this is not a done deal until the PUC signs off on it,
25 but they have implemented numerous Phase IIs

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1 throughout the state. Like I say, it's been a model
2 that other states might want to look at. Working may
3 resolve some of those impediments in the future.

4 Thanks.

5 (Applause.)

6 COMMISSIONER COPPS: Thank you, Mike. I
7 want you to know I was not the one that pushed that
8 button. Just for the record, how much time does each
9 speaker have? Can somebody tell me that? Eight
10 minutes, okay. It was very interesting. It didn't
11 seem like eight minutes at all. This is a really good
12 opportunity though to hear the perspective from your
13 side. Now we can hear from SBC. That will give us a
14 real good picture for the synergies involved here. So
15 Tom Latino.

16 MR. LATINO: Commissioner, public safety
17 professionals, colleagues, and interested parties,
18 good afternoon. As you know, the first phone call in
19 our nation occurred March 10, 1876. Allegedly, that
20 was also the first emergency phone call. As it's
21 rumored upon spilling acid upon his leg, Alexander
22 Graham Bell then reached for his new invention, the
23 telephone, and stated the famous words that have
24 echoed throughout the centuries "Watson, come here, I
25 want to see you."

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1 Ever since that moment, ILECs have been
2 the glue, particularly in the last quarter of the 20th
3 Century and into this century, that connects the
4 public safety infrastructure or the public safety
5 puzzle. Today ILECs connect more than 7,000 primary
6 911 call centers. Additionally, we process more than
7 200 million calls annually, both landline as well as
8 wireless.

9 For as stewards of the 911 system, we
10 recognize that good enough is not an acceptable
11 standard. As such, we work diligently with local and
12 state officials, state regulators, and public safety
13 organizations such as NENA and APCO in order to evolve
14 our current infrastructure. This has been done
15 oftentimes in a multitude of standards as well as lock
16 an effective cost recovery mechanism.

17 Our goal is to build an effective,
18 comprehensive, and reachable 911 public safety
19 infrastructure capable of saving lives. However, as
20 with any important endeavor, more is needed than
21 creativity, dedication, and commitment. What is also
22 needed is economic capital to sustain that effort.

23 To date, SBC has successfully reached cost
24 recovery agreements with several states and most
25 notably in principal with the state of Texas who has

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1 worked diligently with us. However, cost recovery
2 issues remain in other states and as such remain an
3 issue for our industry.

4 The current mandate model imposes
5 obligations upon ILECs and other 911 service providers
6 irrespective of customer readiness or the desire to
7 participate. Millions have been invested without
8 clear cost recovery mechanisms. As we heard earlier
9 today, some states in fact have no cost recovery
10 legislation in place. Additionally, some states have
11 reallocated funds originally earmarked for 911.

12 Culturally as a nation every day millions
13 of us walk into a national well-known coffee chain and
14 spend more for one cup of coffee than we spend for a
15 month's worth of 911 service. As we have discussed
16 wireless issues here today, I was also pleased to hear
17 new emerging technologies rise to the forefront of
18 this issue, for example, automatic crash notification
19 as well as voiceover IP.

20 We must learn from the lessons that
21 wireless has taught us in these areas. Failure to do
22 so will result in a fragmented and more costly overlay
23 network that will be fragmented without delivering any
24 increase in benefits to its end users. 911 is in fact
25 the premiere public service in our nation today. As

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1 such, our challenge and our responsibility is to
2 ensure that it remains to by changing mechanisms that
3 brought it to this forefront.

4 Our opportunity is now. Bell's words more
5 than 125 years ago, "Watson, come here," signaled that
6 we were approaching a new era of communications within
7 our nation. Likewise today, we are also in the midst
8 of a new era. An era which must recognize the
9 conventions and standards put in place more than 30
10 years ago to build our current infrastructure must be
11 revamped and remodeled in order that effective change
12 can occur.

13 As an ILEC, we are justifiably proud of
14 our 25 year public safety heritage. We remain
15 committed to work with public safety officials as well
16 as NENA, particularly through their SWAT effort, in
17 order that meaningful and lasting change can occur.
18 Thank you.

19 (Applause.)

20 COMMISSIONER COPPS: Thank you, Tom. Now
21 last but certainly not the lesser for it to my friend
22 from the New York Public Service Commission,
23 Commissioner Tom Dunleavy.

24 COMMISSIONER DUNLEAVY: Thanks very much,
25 Mike. One of the problems with coming here after

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1 lunch and after this morning's informative session is
2 that much of what I had planned to say has already
3 been said. But let me take my time.

4 (Laughter.)

5 COMMISSIONER DUNLEAVY: Now we've heard
6 that the fundamental shift in the nature of 911 calls
7 is that more people embrace the wireless technology.
8 Many wireless calls now to 911 are in the nature of
9 good samaritan calls. The fact of the matter is that
10 the beneficiaries are individuals who don't subscribe
11 or may not even subscribe to wireless service but in
12 point-of-fact they are the beneficiaries of that
13 service.

14 That is a fact. With that, I wonder
15 whether or not the wireless service can reasonably
16 argue is a public service and not an individual
17 service. Perhaps it might be. This trend is likely
18 to continue as time goes on. I don't think that there
19 is any doubt that if you just look at that demographic
20 of 18 to 35 year old people you will see where this
21 business of telecommunications is going.

22 While most of us hope that we will never
23 need an emergency call, we all would like to think
24 that when we do that we are going to get a response.
25 For my purpose here, I'd like to, if I may, review a

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1 little bit about how 911 generally developed in New
2 York state. As you all know, the push for emergency
3 telephone numbers first began 50 years ago. I
4 remember it. Many of you don't.

5 In 1968, AT&T assigned 911 as the
6 emergency number. Shortly thereafter, New York City
7 opened its first 911 emergency call reporting center.

8 It was among the first in the nation. In order to
9 facilitate the development of that 911 service, the
10 New York Commission issued a policy statement
11 directing telephone companies to absorb the cost of
12 modifying facilities for implementation of basic 911.

13 All telephone companies were required to
14 arrange their facility so that 911 calls would reach
15 either an emergency report center or a telephone
16 company operator. By 1976, as we know, 17 percent of
17 the U.S. population had access to basic 911, landline
18 enhanced 911 service with selective routing. The ALI
19 was developed in the early '80s.

20 Many public safety officials quickly
21 realized the benefits of 911. By 2001, 97 percent of
22 the U.S. population was living in areas served by some
23 type of wireline 911, and 95 percent have the benefits
24 of fully enhanced 911. Back in '84, again regressing
25 a little bit, the New York Commission established the

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1 means for sharing the cost of telephone service
2 between LECs and county governments which operate the
3 system. That was Kitna (PH) case. The cite is 28358.

4 The Opinion was 84-7.

5 Under our approach at that time, the
6 functions necessary to route all E911 calls to the
7 proper destination and the ALI databases and
8 associated computer equipment and data links were
9 treated as part of the basic service and supported by
10 the general body of rate payers. Other E911 services,
11 dedicated circuits to transport E911 calls, PSAP
12 terminal equipment were supported through charges or
13 in the case of PSAP equipment rental charges to the
14 county.

15 When the '84 policy was set, we expected
16 that E911 would proliferate, would explode, would go.

17 Unfortunately, again as we all know, this was not
18 necessarily the case. The fact of the matter is that
19 fiscal constraints did in the early '80s and '90s
20 dampen the demand. That sounds familiar. The more
21 things change the more they stay the same. Right? We
22 have exactly the same problem now. It's magnified
23 tremendously, certainly in New York.

24 In '89, the state legislature enacted
25 Article 6 of the county law which empowered counties

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1 to impose a monthly surcharge. You have heard
2 something about Elizabeth Hoffman today about what our
3 monthly surcharges are. Today wireline surcharges in
4 most counties outside of New York City are roughly 35
5 cents per access line per month. In New York City,
6 the wireline surcharge is a dollar per access line per
7 month.

8 That surcharge came about as a result of
9 legislation. The New York state legislature granted
10 the New York City Council its home rule request. It
11 allowed them to increase that surcharge last year.
12 Even with the additional revenue source, we've had to
13 look for ways to ease the financial burden of counties
14 in building 911 systems.

15 The Commission stepped in '94 making E911
16 services more affordable to counties by generally
17 relieving the burden of paying for E911 services and
18 functions that we determined were a monopoly or
19 bottleneck service. Determining the proper PSAP to
20 which E911 call is to be routed, the selective
21 routing, and the transport of E911 calls to the point
22 of selective routing we considered to be bottleneck.
23 Whereas furnishing maintenance and operation of the
24 ALI database is potentially competitive.

25 By changing the tariff in '94, bottleneck

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1 services are now provided to the counties at no charge
2 with their cost being recovered in other rates. Today
3 counties are charged per access expenses for operation
4 and maintenance of the ALI database. There are no
5 charges for dedicated circuits used to transport E911
6 calls in counties with more than two PSAPs. Not
7 surprisingly, New York City has two PSAPs.

8 These are assigned to the general body of
9 rate payers and considered part of the basic service.

10 Whereas only the cost of potentially competitive E911
11 services are supported by rates charged to the county.

12 The costs associated with maintaining the ALI
13 database are computed on a per access line basis. In
14 New York, the charge is 3 cents per line in counties
15 with fewer than one and a half million access lines.
16 For counties with more than one and a half million,
17 it's 2 cents per access line.

18 We do not have a dip charge. Part of the
19 reason for not having a dip charge is that the
20 thinking probably was that where there's significantly
21 high volume of E911 calls that dip charge would be
22 overly burdensome. The New York Police Department
23 E911 PSAP handles probably something in excess of ten
24 million calls a year. About a third of them are
25 wireless calls.

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1 New York City recently inaugurated a 311
2 service which is for all calls other than emergency
3 calls. Hopefully that will mitigate some of the load
4 that is there. Again, it's in response to budget
5 problems. Some 99.5 percent of New Yorkers live in
6 areas served by landline E911. We'll never get to 100
7 percent. We have some very rural counties where we
8 don't have street addresses and things like that.

9 I'm getting a yellow light here, so let me
10 move to this survey that NARUC did of the various 911
11 operations throughout the country. I left copies of
12 it here. It will be part of the record. I'm not
13 going to bore you with it. It's a relatively long
14 report. We will update it as we get more information
15 in. It will become part of the record and available
16 to you.

17 States obviously have an interest in this
18 topic. Mr. Hatfield pointed out there are several
19 areas of potential interest that states have. That's
20 the need for upgrades and any cost recovery by ILECs
21 to support 911, the need to assure that money
22 specifically collected - and it's a very sensitive
23 point - to support such services is appropriately used
24 for such upgrades and for such services, the need to
25 examine tariffs that set the per E911 call charges,

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1 and the need to have a collaborative, cooperative
2 national effort to address this.

3 I'm not going to spend any additional time
4 trying to justify the way that E911 money is spent.
5 It's a contentious area obviously and one that I'm not
6 going to be able to resolve here. The fact of the
7 matter is that wireless E911 services across the
8 footprint of all of the ILECs in the state of New York
9 are available. The ILECs are doing a good job but for
10 a variety of reasons. That variety of reasons focuses
11 on money at the local level, at the PSAP level,
12 perhaps not everyone is prepared to do what they need
13 to do.

14 For example, outside of New York City in
15 most of upstate New York, 911 calls go to the New York
16 State Police PSAP. They in turn handle these on a
17 manual basis. Given the nature of 911 calls, you can
18 well understand how difficult this is for them. All
19 of those calls are generated by people who are in some
20 sort of a stressful situation, so it's very difficult.

21 If I may just wind up here, I'm optimistic
22 in New York because our governor proposed and the
23 legislator approved the amendment Article 6 into
24 county law. The amendment established within our
25 Department of State in New York the 13 member New York

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1 State 911 Board. The purpose of which to assist local
2 government, service suppliers, wireless telephone
3 service suppliers, and the appropriate state agency by
4 facilitating the most efficient and effective routing
5 of 911 calls.

6 Now, I'm encouraged by that. I'm also
7 encouraged by Assemblyman Koon's efforts with regard
8 to 911. Good things are born of tragedy
9 unfortunately. What I would say is that I certainly
10 endorse the idea of a national oversight or
11 coordination collaborative process for wireless 911.
12 The mechanism may be in place.

13 Whether this is the right thing or not, I
14 don't know. But the FCC certainly has the ability
15 under the Act to create what would be a joint
16 commission to accomplish this. As I said, I don't
17 know if this is the right way. I do know that what we
18 need to do is to bring all of the stakeholders
19 together. By all of the stakeholders, I mean the FCC,
20 the DHS, the regulators, everyone, Ms. Doty's
21 organization in Missouri and the middle states to get
22 this thing done.

23 Mr. Hatfield in his very fine report
24 proposed that the Administration establish the
25 National 911 Program Office within the Department of

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1 Homeland Security. As I said, I don't know where it
2 belongs but the idea is right and we should do that.
3 We also may want to consider taking a contract
4 approach as opposed to a tariff approach in all cases.
5 Having said that, I thank you so much for your time.

6 (Applause.)

7 COMMISSIONER COPPS: Thank you, Tom and
8 all the panelists for a very interesting series of
9 presentations. Let me turn first to the folks at the
10 roundtable. Does anybody have any particular comments
11 on the presentations or questions for one of our
12 panelists?

13 MS. HOGAN: I was going to ask Mike a
14 question. I know he described the dealings with
15 Southwestern Bell on the wireless tariff for SBC. But
16 the CRT also dealt with the issue of costs from
17 wireless carriers, particularly the non-recurring per
18 cell tower charges which, when the CRT first began
19 working, ranged anywhere from \$40,000 per cell site
20 non-recurring up to \$213,000 per cell site from one of
21 the wireless carriers. Mike, can you describe a
22 little bit how the CRT dealt with that issue?

23 MR. PEDIGO: Yes, thank you. When the CRT
24 team was formed, there are four districts represented
25 on that; Harris County, Bear Metro which is in San

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1 Antonio, Tarrant County in the Fort Worth area, and
2 Denco which is the Denton County area that I do.

3 We came together. We thought we were
4 dealing primarily with those issues because we knew
5 that there was never enough money to go around to pay
6 those costs that we were seeing coming in. We knew
7 that when the fee was established in Texas a few years
8 ago the 50 cent was not a fee supported by any
9 documentation. It was an arbitrary number assigned to
10 start collecting.

11 We knew that there was not enough funds to
12 pay for that. That's the reason for our negotiations.

13 We have worked with all of the carriers on those.
14 Basically it's the same approach that we did with SBC.

15 How much money is it for all of your customers in
16 Texas and all the 911 entities? Tell us how much it
17 is present value. We can either pay for it now. We
18 can borrow money on our own or work out an arrangement
19 with you to do that for whatever is the best.

20 But each one of the entities that we've
21 been able to reach an agreement with is using that
22 same model to break up that present value based on the
23 funding model so that each customer is actually paying
24 the same amount of money. It's very equitable across
25 the state. Did that answer your question?

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1 MS. HOGAN: Yes. I think the important
2 thing is that by coming together and working as a
3 group and saying this is the money that's available
4 for cost recovery. We understand that we owe the
5 wireless carriers something. There are some who would
6 say we don't owe them anything. The FCC is requiring
7 them to do this. If we don't have cost recovery, we
8 just don't have it.

9 But the 24 districts all agreed that yes
10 we did in fact owe cost recovery to the wireless
11 carriers and we had to find a way to make the dollars
12 go as far as possible. By coming together and
13 negotiating with each of the carriers and coming up
14 with a reasonable cost and then taking that cost
15 across those 22 districts that were participating,
16 based on population, we were able to come to an
17 arrangement that made it possible not only for the
18 large districts to implement Phase II but for the
19 smallest districts to implement Phase II. Our goal
20 was to make Phase II available to everybody.

21 COMMISSIONER COPPS: Questions from around
22 the table or comments. Audience?

23 MS. BENNET: I just had a point of
24 clarification from something that you said, Mike.
25 When you were first negotiating with SBC - and maybe

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1 this got worked out later - I heard something that SBC
2 needed to recover their costs in a return on your
3 investment. I guess I'm wondering what kind of return
4 on investment are people looking for. This seems like
5 something everybody should be putting in and not
6 trying to make money off of. Maybe I'm being naive.

7 MR. PEDIGO: I'm not sure that I would
8 want to share what we came up with on that. They are
9 not in a business to give away these services. They
10 recovered their costs. We thought that there ought to
11 be reasonable, and reasonable under today's business
12 conditions. Maybe Tom might want to address that from
13 SBC's perspective.

14 MR. LATINO: Yes, good afternoon. I won't
15 throw out a specific number, but any business is in
16 business to make a return on its investment or else it
17 won't be in business or it will go to bankruptcy court
18 and come out debt-free --

19 (Laughter.)

20 MR. LATINO: -- and then further lower
21 prices. But having said that, we clearly believe that
22 there's an obligation on our part as an ILEC to ensure
23 that we are priced at the appropriate point where we
24 are not making undue financial demands upon the public
25 safety community. At the same time, we will raise up

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1 the fact that, as Ford Motor Company sells Crown
2 Victorias in uniforms to public safety agencies across
3 this nation, they also in fact do make a return on
4 investment as well.

5 COMMISSIONER COPPS: Let me ask Tom Latino
6 representing one of the ILECs a question. From your
7 perspective, what sort of information or dialogue do
8 you need to have from the PSAPs in order to make this
9 as smooth as possible process as it can be?

10 MR. LATINO: It's been said several times
11 today what we need. I think it's what we need to
12 contribute as well. Leadership. As we all sit in
13 this room stewards of the 911 public safety
14 infrastructure, we can say to ourselves that's a bad
15 idea, that's not going to work or we can put aside
16 some personal agendas, embrace leadership, and
17 realize, as John Melcher, said we have to make it
18 happen and if we don't make it happen no one else
19 will.

20 COMMISSIONER COPPS: Let me ask Tom a
21 question. Generally speaking, I know there's a good
22 bit of controversy about the transparency of LEC
23 charges for upgrades and other interconnection
24 problems that are out there. Is there sufficient
25 transparency in the LEC charges to judge when they are

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1 being fairly passed through?

2 COMMISSIONER DUNLEAVY: I think that there
3 is. The fact of the matter is that the charges are
4 going to reflect what it takes to build a system and
5 what it takes to provide the service and the quality
6 of service. My colleagues here make a good point when
7 they say part and parcel of what goes into those cost
8 factors is a reasonable and fair return on investment
9 for the investors whom we are asking to pay to provide
10 these services. If we don't provide a possibility of
11 the potential for a return on investment, we're not
12 going to get any money to build these things. So it's
13 a vicious cycle.

14 COMMISSIONER COPPS: A quick comment
15 before we have to wrap up.

16 MR. FORSHEE: I just think you mentioned
17 that you were able to look at the cost studies. So I
18 assume that this committee or group that you formed
19 were privy through some agreement with SBC to go over
20 what made up the cost of the tariff. Is that true?

21 MR. PEDIGO: Yes. We intervened in the
22 find at the PUC and through that and through non-
23 disclosure agreements we were able to look at and view
24 and study their filing and all of the support and
25 documentation.

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1 MR. FORSHEE: Thanks.

2 COMMISSIONER COPPS: In closing, I just
3 want to thank everybody again for being here. It's
4 impressive to see this kind of diversity. With all of
5 the stakeholders gathered here, we were all probably
6 part of the creation of the problem. That includes
7 your favorite federal regulatory agency. We all need
8 to be part of the solution to the problem.

9 I gather what I'm hearing is that the
10 consensus is we're making some real progress. I hope
11 that's so. I hope we don't become too complacent
12 about that because we still have a long way to go.
13 This remains an urgent national priority until such
14 time as it is up and running and effective and saving
15 the maximum amount of lives that it can. But I
16 congratulate you all.

17 I can't urge you strongly enough to keep
18 working together, pulling together, and identifying
19 these problems. That's good for this E911 problem. I
20 hope it also sets a good precedent for how our
21 telecommunications industry should be addressing
22 problems all across the range of its larger issues, by
23 sitting down and talking together and trying to reason
24 together.

25 With that, our next and final panel of the

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1 afternoon is going to focus on rural issues. It will
2 be moderated by my friend and former colleague here,
3 Dale Hatfield. I'm happy to turn the microphone over
4 to him. I thank you all for your attention. Thanks a
5 lot.

6 (Applause.)

7 MR. HATFIELD: Okay. This is the session
8 as Commissioner Copps indicated on rural deployment
9 issues. Having bought very recently a new house in a
10 very rural area of New Mexico suddenly has focused my
11 attention on the rural deployment issues. Of course,
12 we all know that rural carriers face some unique
13 difficulties in implementing wireless E911 including
14 both technical and economic issues. I identified some
15 of those in my report.

16 For example, rural carriers are often
17 smaller, of course, and have less dense subscriber
18 bases and therefore have less ability to spread the
19 costs of implementing wireless 911 over its many
20 customers or subscribers. They also I understand tend
21 to have a lower proportion of heavy users than do some
22 of the larger urban systems.

23 I've also heard, of course, that they have
24 more difficulty because their purchasing power is
25 smaller. They have a little bit more difficulty in

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1 dealing with the equipment manufacturers. Less
2 bargaining power I guess is the way you would say it.

3 It's unfortunate in some ways, of course,
4 having to rely on analog equipment and TDMA air
5 interfaces for which there's currently no handset-
6 based solutions as far as I know. You say logically
7 that means you are looking network-based solutions,
8 but they tend to be a little bit more problematic in
9 rural areas because the tower sites may not be located
10 properly.

11 I mentioned before sometimes coverage
12 holes or on the string of pearls problem where you
13 have a highway that makes it difficult to do.
14 Triangulation also is a problem as well. These are
15 some of the things I talked about in the report. And
16 of course, having limiting resources. We talked about
17 here how important the coordination is among the
18 different groups. It stands to reason for your
19 smaller companies. They probably have a little bit
20 less resources in turn to be able to carry out that
21 coordination.

22 Then something that was dear to my heart
23 that I hadn't thought about until I was given the job
24 of doing the report is this averaging problem. If you
25 are a big carrier and you have some good areas and you

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1 have some bad areas, you can average them together.
2 If you are a small rural carrier, you might be stuck
3 in an area where you can't average your accuracy over
4 some of the other areas.

5 Anyway, these are some of the issues. The
6 Commission, as most of you know, has recognized some
7 of these special problems that the rural carriers face
8 and has extended the deadlines at least for the Tier
9 III carriers. With that, I'm going to get out of the
10 way here and introduce as our first speaker Evelyn
11 Bailey.

12 She appeared on our first panel. She's
13 from Vermont with the Emergency Services Board. She
14 spoke this morning as chairperson of the U.S.
15 Department of Transportation's Wireless E911 Steering
16 Council. This afternoon she's going to be speaking to
17 us from the state of Vermont. Evelyn, please.

18 MS. BAILEY: Thank you very much. It's
19 nice to see all of you again and you are still awake
20 after lunch. I'd like to give you a little bit of a
21 flavor of Vermont. It's more than just pretty trees
22 in the fall and nice mountains. It's a little gem of
23 a state. Our wireless enhanced 911 implementation was
24 a little gem of an implementation as well.

25 Hopefully there are some lessons to be

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1 learned and for those that haven't gone down the path
2 yet, perhaps some things to consider doing that you
3 might not have considered doing. We have six wireless
4 carriers providing service in Vermont. Three of them
5 actually started doing business in Vermont within the
6 last year and a half. They are T-Mobile, Nextel
7 Partners, Sprint PCS, Verizon Wireless, United States
8 Cellular, and RCC.

9 I have to say although the point was well
10 made that the carriers with a national footprint can
11 average their costs a little bit differently than the
12 rural carriers can, in a place like Vermont, in some
13 respects, every carrier that does business in a state
14 like Vermont is a rural carrier and has some of the
15 same challenges and issues to face. All of our
16 carriers have implemented Phase I and have done for
17 quite some time now.

18 T-Mobile, Nextel Partners, and Verizon
19 Wireless have completely implemented Phase II. RCC
20 has implemented Phase II in the greater Burlington
21 area. We have Sprint PCS in the process of testing
22 with a technical issue that came up. I'm going to
23 talk a little bit about that later and how we worked
24 together to handle that.

25 United States Cellular has to completely

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1 overlay its TDMA system with something else in order
2 to make a handset solution work. So they are working
3 very hard. They have been in close communication with
4 me. I've been very pleased with the process.

5 So Vermont. It's a rural state. We have
6 a population of 609 thousand souls. It's probably
7 smaller than a lot of your counties. The most urban
8 town is the city of Burlington. That has a population
9 of 40,000 people. That most urban county has a
10 population of only 147,000. No matter how you slice
11 it, even at our most urban area, Vermont is rural.
12 And it's 9,000 square miles.

13 This is how we pay for enhanced 911.
14 We're funded by a state universal service fund.
15 Wireless and wireline carriers pay into that fund at
16 exactly the same rate. The Vermont universal service
17 fund doesn't just pay for enhanced 911 however. It
18 also pays for lifeline and telecommunications relay
19 service. The rate for the universal service charge is
20 set annually by our Public Utilities Commission or
21 Public Service Board based on the three program's
22 funding needs.

23 So my budget, whatever the legislature
24 tells me I can spend, that goes into the mix. What
25 the lifeline program needs goes into the mix. What

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1 the telecommunications relay services needs goes into
2 the mix. The rate is set. All I get is what the
3 legislature appropriates for me every fiscal year.

4 That's actually a very streamlined process
5 for paying for enhanced 911. I have to budget for it.

6 I have to make a request. I get the money and that's
7 how it works. I don't have a surplus and I don't have
8 a deficit. I just have my budget and I spend it every
9 year.

10 There are several things that have gone
11 into the Vermont success story. The first is the way
12 our legislation was set up. In 1994, the Vermont
13 legislature passed enhanced 911 enabling legislation
14 and established the Enhanced 911 Board as the single
15 governmental agency responsible for state-wide
16 enhanced 911, not just wireline enhanced 911 but
17 wireless enhanced 911 as well.

18 We were given responsibility for making
19 enhanced 911 happen. Along with that, we were also
20 given broad powers and authority. That's key. You
21 can have responsibility without authority. You can
22 have authority without responsibility. If you don't
23 have them together, you don't get a lot done. So we
24 have both.

25 It's safe to say that in many states that

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1 are members of the National Association of State 911
2 Administrators there are varying levels of
3 responsibility and authority. The ratio between
4 authority and responsibility determines their ability
5 to be successful really. They are both necessary for
6 effective state-wide leadership.

7 The second thing we have going for us is
8 vision and leadership. We have heard that discussed
9 many times today. The Enhanced 911 Board provided
10 strong leadership. I feel very fortunate to work for
11 this board who basically gave me everything that I
12 wanted and everything that I needed to do the job that
13 I was given to do.

14 With that kind of leadership, we were able
15 to set the pace for other stakeholders and obtain
16 their committment. We ensured that communications
17 were consistent and reliable. We held ourselves
18 accountable as well as the other stakeholders. We
19 were tough when we needed to be, but we were also
20 willing to be responsive to carrier needs, to work
21 with them as a team, and to be flexible when a carrier
22 encountered technical issues that needed time to
23 resolve.

24 As I mentioned earlier, one of our
25 carriers is struggling with some technical issues.

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1 They need some time to resolve it. They have a plan.

2 They have a timeline. We are working together. That
3 is just fine with me. The result is that the job got
4 done where it's been done and is in the process of
5 getting done very efficiently and very effectively.

6 We also had support and committment from
7 all of the stakeholders. I can't thank Verizon, our
8 LEC, enough for how proactive they have been. They
9 took the approach with their system upgrades that they
10 would be proactive. They knew that we were expecting
11 them to be ready when we were, so any changes that
12 they needed to make to their ALI database they made
13 well in advance.

14 They have been a fully involved member of
15 the Vermont team from the date of the first report and
16 order. As a matter of fact, it was within weeks of
17 that first report and order that we sent letters to
18 all of the wireless carriers in the state of Vermont
19 at the time to say okay folks let's get together and
20 let's make this happen. So Verizon rolled all of
21 their upgrades into their routine schedule, and they
22 finished their work nearly two years ago. They have
23 been ready in the state of Vermont.

24 Another thing that an approach like ours
25 has to its advantage is the economy of scale. In

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1 Vermont, enhanced 911 calling service is provided via
2 a uniform state-wide network provisioned and
3 maintained by the board. This state-wide network
4 approach guaranteed that there would be economies of
5 scale in terms of network design and cost. A state-
6 wide network design is also operationally efficient.
7 So a single state-wide system meant that my board
8 could maintain fiscal control and accountability.

9 Then we made three technology choices
10 before we needed to make them or perhaps when we
11 needed to make them that made the process so much
12 easier. Technology choice number one: we established
13 the first state-wide system in the nation with
14 multiple PSAPs to use SS7 and ISDN.

15 We built it that way before the
16 forthcoming order on 94-102. We knew it was coming.
17 We knew that this technology choice would position us
18 well and that upgrades would be minimal. As a result,
19 the only upgrades we needed to make were to our CPE,
20 and that was limited to a simple software release.
21 That work was completed in the summer 2001.

22 Our second technology choice was our first
23 state-wide use of GIS and GPS to map all of the roads
24 and structures for E911 addressing. Like a lot of
25 rural places, we didn't have street addresses in most

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1 of the state. We had rural route and box numbers.

2 We felt, also in anticipation of 94-102,
3 that if we used these technologies to help all of the
4 towns get street addressing we would have for the same
5 price a database that we could use for wireless
6 enhanced 911 without spending anything more for it.
7 We installed our map display in all of our PSAPs in
8 the summer 2002, well in advance of our first Phase II
9 implementations which occurred at the end of last
10 year.

11 Technology choice number three: we linked
12 all of our PSAPs in a state-wide wide area network.
13 As a result, we can view the ALI display and the map
14 display for incoming calls at any PSAP in the system -
15 and there are nine of them - in real time.

16 For wireless implementation what that
17 means is that with a simple conference bridge my staff
18 can coordinate implementation activities with the
19 other stakeholders, provide immediate feedback about
20 what's appearing on the ALI screen to the folks
21 involved in the testing in the field from the wireless
22 carriers and their third party database providers, and
23 give them immediate feedback. There's no need for
24 these folks to have to interface with the PSAPs at
25 all. This has streamlined the process.

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1 What I would like to say is that there's
2 always room for improvement. I want to conclude with
3 just a couple of thoughts. We did a lot right. We
4 learned by the seat of our pants. If we had to do it
5 over again, boy would it be even better than it was
6 already. Communication is critical. I have to cut
7 all of us a little slack. We all were learning.

8 Communications always could have been better
9 between the carrier, between the LEC, between us,
10 between the third party database provider.
11 Communications haven't always been as organized,
12 consistent, or timely as they could have been.
13 Sometimes some carriers are more organized than others
14 and clearly had project management experience when
15 others did not. One of the things that I have offered
16 to the clearinghouse for the U.S. DOT project is our
17 Vermont enhanced 911 project plan so that other people
18 can use it as a model; our roles and responsibilities,
19 timelines, escalation procedures, all of that.

20 In conclusion, going forward, there needs
21 to continue to be coordination between carriers and
22 third party database providers and us to maintain
23 synchronization of the wireless databases when
24 translations and other changes are made to towers or
25 to any part of the wireless infrastructure. The LECs

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1 have it down pat. When you make a change to the ALI
2 database, you make a change to the selective router.

3 On the wireless side, that lesson may
4 still need to be learned. Hopefully with a system
5 like ours being able to provide immediate feedback
6 that we can help that so that those of you further on
7 down the line are going to have a much smoother
8 transition to wireless enhanced 911.

9 (Applause.)

10 MR. HATFIELD: Thank you very much,
11 Evelyn. Our second speaker is Beth Kohler of the
12 Rural Cellular Corporation, a Tier II carrier, serving
13 rural areas, obviously from the name.

14 MS. KOHLER: Thank you. I really see my
15 role here today as two. Probably the most important
16 role is to vouch for everything that Evelyn said in
17 Vermont. We've been working very closely. Vermont is
18 the first state where we have deployed Phase II. I
19 also am here to highlight the unique challenges that
20 carriers that serve predominantly rural communities
21 face.

22 I want to thank Mr. Hatfield for so
23 eloquently describing those challenges in his report.

24 I also want to thank the Commission for convening
25 this panel and giving us recognition to some of these

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1 unique challenges. In Vermont, we are the only
2 carrier at the moment that serves the entire state of
3 Vermont. It is our biggest market.

4 Rural Cellular is in 14 states, but we
5 serve almost exclusively RSAs. We have two MSAs. One
6 of them is Burlington, Vermont where we are Phase II.

7 A lot went really well in Vermont. Evelyn has
8 covered that well. From a carrier perspective, we
9 think coordination by the State E911 Board was
10 critical to the success. Evelyn and her board and
11 staff are well-trained and they have sufficient
12 resources that really enabled the implementation.

13 All the PSAPs were ready prior to our
14 implementation. The ILEC had their systems fully
15 upgraded. It just went really well for us there.
16 Vermont is important though as a state to really
17 highlight the unique challenges because for everything
18 that went right - we are now faced with a situation
19 where we will fully upgrade our TDMA network with a
20 network-based solution and not achieve the FCC's
21 accuracy requirements. We can reach the first
22 benchmark, the first 50 percent, but we cannot reach
23 the 100 percent threshold.

24 There's a number of reasons for that.
25 Before, I do want to just point out a few of the

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1 challenges that we faced even in a smooth
2 implementation in Vermont. For my company, this was a
3 huge undertaking both financially and from a human
4 resource standpoint. We quickly discovered that our
5 network-based solution could achieve higher accuracy
6 if we could rely on some additional AOA, angle of
7 arrival, antennas. These are very large panel
8 antennas that require additional coaxial cable.

9 These are installations that we could not
10 put in even one of our cell sites in Vermont. We
11 predominantly lease cell sites. We've been very
12 creative because of zoning restrictions in minimizing
13 the size of our cell sites. Very early on, we ruled
14 out the ability to increase accuracy relying on that
15 type of technology. Right now, what we are doing
16 throughout the state is deploying the TDOA only.

17 As Dale so eloquently said, Vermont really
18 suffers from the string of pearls. We built our
19 network to cover where the people are and where the
20 people want to use our service. That is in the
21 highways in Vermont, and that just means it's paved
22 for Vermont. Again, those are some of the challenges.

23 Those challenges are typical in all of the 14 states
24 that we serve. It's highlighted a little bit to the
25 extreme in Vermont because of some of the land use

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1 regulations.

2 Rural carrier concerns as we move forward.

3 We originally elected a handset solution like most
4 rural carriers who relied on a TDMA network. It
5 became clear that was not a viable solution because
6 the handsets were not going to be produced. We moved
7 to a network-based solution. We now face the fact
8 that very few of our cell sites can triangulate.

9 We cannot take advantage of large area
10 averaging. Our footprints are relatively small in
11 each of the 14 states that we serve. We are
12 contemplating conversions to CDMA where it makes
13 sense. It's very aggressive for a company my size to
14 be able to affect a conversion and deploy handsets in
15 a manner which would meet the FCC's requirements.

16 I wanted to stress again the capital
17 constraints and just how onerous the financial
18 investment is for us. Vermont again tees this up
19 nicely. We expect to spend about \$15 million in
20 deploying the TDOA equipment in our network. We
21 estimate that would be about 30 new cell sites that we
22 could otherwise build in Vermont. I don't know how
23 many of you have visited my fair state, but it could
24 definitely benefit from those additional cell sites.

25 There are still many areas in our state

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1 where you cannot get a reliable signal at all let
2 alone worry about whether you are going to be able to
3 make an E911 call with location information associated
4 with the call. That balance is a struggle. We're not
5 sure where the appropriate balance is from a financial
6 resources standpoint.

7 I really want to end with some of the
8 recommendations that we would like the FCC to
9 consider. A relaxation of the accuracy standards in
10 rural service areas regardless of whether you are a
11 Tier II or a Tier III carrier or even for that matter
12 a Tier I carrier. I have the fortune of working for a
13 company that is in 14 states.

14 It's unfortunate that those states are not
15 contiguous. In fact, there's thousands of miles
16 between our regions. So we look very much like a Tier
17 III carrier even though when you add up all of our
18 customers we met the threshold of a Tier II carrier.

19 We would like the FCC to consider
20 providing TDMA carriers like myself with some
21 additional time to try to migrate our networks to a
22 technology that can support GPS handsets. If there's
23 any handset members out there, we would love if you
24 would entertain a GPS handset for TDMA or GSM
25 networks.

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1 Finally - and this again highlights the
2 success we see in Vermont - to really encourage states
3 to create government organizations that can act as a
4 coordinating body in the rollout of wireless E911
5 services. That is probably the most important thing
6 that Vermont did right. Thank you.

7 (Applause.)

8 MR. HATFIELD: Thank you very much, Beth.
9 The third and final speaker is Carri Bennet who is
10 with the Rural Telecommunication Group which
11 represents some rural Tier III carriers.

12 MS. BENNET: We're actually an advocacy
13 group, not a corporation. I just want to clarify
14 that. Before I start, I just returned from Italy so I
15 have to say to everybody "buon giorno." I only
16 learned a few words in Italian and that was one of
17 them.

18 Dale led off with talking a little bit
19 about the rural part of his report. He identified
20 some issues for us. Unfortunately, Dale, you didn't
21 identify a solution. That's what I want to talk to
22 you a little bit about. By way of background, may of
23 the members of the Rural Telecommunications Group
24 have deployed Phase I E911 as well are in the process
25 of deploying Phase II E911.

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1 What I really want to focus on today
2 though is the Phase II E911 problems that we
3 anticipate we're going to be facing. It's covered
4 somewhat in Dale's report. Again, the solution is not
5 in the report. There was some delay that the
6 Commission allowed us to try to get it together some
7 more. Beth identified the real problem is the
8 accuracy requirements.

9 Since we haven't actually gone over the
10 numbers on the accuracy requirements, I'll do that as
11 well. The FCC requires wireless telecommunications
12 providers to implement E911 in their service areas.
13 Specifically for Phase II emergency 911, these
14 carriers must locate a wireless caller making an
15 emergency call within approximately 300 meters for a
16 network-based solution and within 150 meters for a
17 handset-based solution 95 percent of the time. Much
18 more accurate standards are necessary 67 percent of
19 the time.

20 Let's talk about some myths and realities
21 in rural America. Myth number one: rural carriers
22 are dragging their feet on implementing E911. Reality
23 number one: E911 capabilities for wireless services
24 are of paramount importance for rural carriers and
25 their customers.

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1 The ability to locate a wireless caller
2 should be available to all citizens of the country,
3 both urban and rural. Even with their limited
4 resources and smaller customer bases, rural carriers
5 are currently implementing E911 to the best of their
6 ability. However, E911 deployment obstacles are
7 greater in rural areas.

8 The state of current wireless location
9 technology depends upon the ability to triangulate the
10 location of a transmitted signal from various
11 receiving sites. In dense urban and suburban areas,
12 wireless carriers operate numerous cell sites to meet
13 their service demands. The density of cell sites most
14 times provides a sufficient number of triangulation
15 points to locate the handset within the prescribed
16 standards.

17 However, in rural areas, there are not
18 always enough cell sites to service triangulation
19 points, i.e., the string of pearls as Beth mentioned.
20 It makes it difficult or impossible to achieve the
21 FCC's required level of accuracy.

22 Fortunately the time it takes an emergency
23 responder to locate a victim and transport for
24 treatment will not be significantly increased in a
25 rural area if the E911 location information is for

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1 example within 500 meters instead of the required 100
2 meters because rural areas are generally open, without
3 crowded streets and giant office or apartment building
4 complexes. Unfortunately, right now the FCC doesn't
5 recognize that in its accuracy requirements.

6 Myth number two: E911 technology is
7 affordable to implement and going down in price.
8 Reality number two - and again, Dale, you beat me to
9 the punch because you already said we don't have the
10 buying power that the big carriers have. While the
11 large nation-wide carriers have helped create the
12 economies of scale that drive equipment costs down,
13 FCC mandated demand keeps prices higher than they
14 should be. Further, rural markets are more costly to
15 serve since rural carriers do not have sizeable
16 customer bases throughout which they can spread their
17 costs of E911 deployment.

18 Myth number three: E911 location accuracy
19 requirements are the same for urban and rural
20 carriers. Reality number three: while the location
21 accuracy standard is the same, it must be remembered
22 that bigger carriers get to average the standard
23 throughout their respective service territories.
24 Accuracy requirements are stated in terms of the
25 percentage of calls which must locate a caller to

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1 within the specified distance.

2 On a nation-wide basis the vast majority
3 of 911 calls are placed in urban areas. Thus large
4 carriers with licensed service areas that include
5 major metropolitan areas as well as rural areas can
6 meet the requisite accuracy requirements by relying on
7 the fact that 95 percent of their E911 calls are
8 likely to be placed within the urban areas where they
9 have sufficient cell site density to achieve the
10 requisite level of accuracy.

11 For such large carriers, Phase II accuracy
12 levels may not be met in the rural areas that they
13 serve. In sharp contrast, rural carriers must meet
14 the full accuracy requirements based upon rural only
15 E911 calls. In other words, rural carriers must
16 effectively meet a more exacting accuracy standard due
17 to their inability to average their performance over
18 urban areas as carriers serving both urban and rural
19 areas can do.

20 Myth number four: rural only carriers who
21 have deployed a network-based solution using TDOA will
22 be in compliance with the FCC's rules. Beth already
23 recognized the fact that they are trying to do this.
24 They are going to have to use antennas to meet the
25 requirements, and they are still not going to be able

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1 to do it.

2 The vendors who sell TDOA equipment are
3 using weighted statistical probability to predict
4 where emergency calls are likely to be made. I heard
5 ten million calls in New York. In a rural area, let's
6 say we had 19 calls made during the course of a year
7 in a very remote area. It would only take one call to
8 occur outside of the probability predicted by the
9 model to put the carrier in violation of the rule.

10 Using weighted statistical probability to
11 demonstrate potential compliance does not keep a
12 carrier who falls outside of the accuracy requirement
13 from being fined for failure to comply. Also, it's
14 very likely that a rural carrier could be in
15 compliance one day and out of compliance the next day
16 depending on the location and volume of calls.

17 So what would be the equitable solution?
18 Beth touched on it. What we are thinking is that the
19 FCC should forebear from enforcing the E911 accuracy
20 rules in rural areas where the rural carrier has
21 deployed E911 technology using its existing antenna
22 systems at every existing cell site in or around the
23 service area where a public safety entity has
24 requested E911 service.

25 Rural carriers are not seeking to delay

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1 deployment of E911. Rather, they are seeking to
2 accelerate the deployment of meaningful enhanced 911
3 service to rural Americans without being hindered by
4 the prohibitive expense of attempting to meet
5 unnecessarily stringent accuracy and reliability
6 standards for the environments in which they operate.

7 Otherwise, we fear that if rural carriers
8 are required to achieve the same accuracy standards as
9 carriers serving urban areas the costs will force many
10 to limit their coverage area to more populated areas
11 in order to ensure that their regulatory obligations
12 are met thereby denying E911 service to the most
13 remote and least populated portions of their service
14 territory. There can be no dispute that any 911
15 service and certainly the E911 service that would be
16 provided under this proposed solution is better than
17 no service at all. Thank you for your time.

18 (Applause.)

19 MR. HATFIELD: Thank you very much, Carri.

20 I wondered among the panelists if there was any
21 reaction to what each of you said among yourselves. I
22 was particularly curious more from a users standpoint
23 what the relaxation on the accuracy would mean. Would
24 you feel comfortable with that?

25 MS. BAILEY: I would have to speak on

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1 behalf of the Vermont call takers and say that it
2 would be a challenge for them. What they need is
3 consistency. It's already difficult enough to achieve
4 that unless somehow we were able to flag that for them
5 in such a way that they were aware that they would
6 need to fall back on their customary pre-wireless
7 enhanced 911 call handling skills to get at where a
8 caller was coming from. This would be very difficult
9 for a 911 call taker.

10 MR. HATFIELD: Let me go to our assembled
11 group here up front. Are there any questions or
12 comments or additional thoughts, especially focusing
13 on the solution? I got that criticism. It's valid.
14 Okay Hatfield, you teed up a lot of the problems or at
15 least you reflected the fact that you understood most
16 of them but you didn't come forward with any
17 solutions. I'm sensitive to that. Any comments from
18 the roundtable?

19 MR. JONES: Just a question on the comment
20 regarding relaxation of accuracy standards. I'm
21 hearing some conflicting statements. On the first
22 point, the point is made that people in rural America
23 deserve the same 911 service as urban America. Then
24 just a minute later we hear a call for the relaxation
25 in the standard. How do you jive those incongruent

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1 statement?

2 MS. BENNET: I jive it by giving you an
3 example. If we were to place a 911 call here today in
4 this building and it has to be within 100 meters for
5 the accuracy requirement to be met, it would still be
6 very difficult to find exactly where that person is.
7 Say nobody is here. It's late at night.

8 On a rural highway, finding someone within
9 500 meters might be a little easier because there you
10 are. There's nothing around. There's no tall
11 building to go searching in. I don't think the key
12 here is what the accuracy level is. The key is speed
13 of finding the person and knowing about where that
14 person is.

15 It sounds like I'm saying a relaxing of
16 the accuracy, but accuracy isn't as significantly
17 important in a rural area as it is in an urban area. I
18 think you will find that it will take you longer to
19 search this building to find a person than it may to
20 find someone on a highway in a very remote area.

21 MR. HATFIELD: Any other comments?

22 MR. ALTSCHUL: This morning we heard and
23 we just heard on this panel that siting and permitting
24 continues to be an issue for the roll-out of these
25 technologies. I'm wondering if anyone from the states

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1 is willing to comment on the availability of state
2 support to deal with really some local zoning and
3 siting issues that are more within their jurisdiction
4 than the Commission's.

5 MR. HATFIELD: We have environmental
6 values clashing with public safety values. Don't we?

7 MR. ALTSCHUL: Right.

8 MR. HATFIELD: Any comments?

9 MS. BAILEY: Beth and I have had a
10 conversation about this. This is a huge issue for RCC
11 in the state of Vermont and I suspect for some of the
12 other carriers as well. The environmental law is
13 extraordinarily rigorous. The permit process is
14 onerous and lengthy.

15 What I have done is to come to a meeting
16 with the environmental commission people and the
17 carrier and say this is the situation. They can't
18 meet a federal mandate because some other things are
19 getting in the way. What can we do to solve this
20 problem and see if there is a way around it?

21 There's only just so much that they can
22 do. There is the possibility, as Beth mentioned, of
23 adding some equipment. But in some instances it's a
24 co-located tower. They don't have permission to do
25 that. The tower is just physically not capable of

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1 handling any additional weight.

2 There are many things that need to be
3 addressed and can appropriately be addressed in the
4 environmental arena. I think it's important. I have
5 offered myself to help with that. I am absolutely
6 certain that every state director in my position would
7 do likewise.

8 MR. HATFIELD: Any other comment?

9 MS. KOHLER: I do think I plan on taking
10 Evelyn up on her offer. Vermont is particularly
11 sensitive to that issue. We will need to go before
12 the commission and seek some kind of general
13 permission to make some modifications to our network.

14 But the bigger issue that we struggle with every day
15 really comes down to is it more important to improve
16 the quality of our network to support just basic calls
17 versus spending the money on enhancing 911 when there
18 still are so many places in our rural markets that
19 don't have coverage.

20 MR. HATFIELD: What percentage of coverage
21 do you have in Vermont now? You may have said that.
22 I've forgotten. What percentage, if you look at
23 cellular coverage over the whole state geographically?

24 MS. BAILEY: Well, I've never sliced it
25 that way. Partly because of the terrain, there are

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1 significant pockets where there is no coverage in the
2 state of Vermont. It's just not possible without a
3 lot more towers.

4 MS. BENNET: Dale, if I can just add,
5 we've looked at the AOA solution angle. Even if we
6 put that in, there are instances in these remote rural
7 areas where you can just keep spending money and doing
8 it and doing it and it's not going to hit that
9 accuracy level.

10 MR. HATFIELD: The difficulty if you
11 relaxed it entirely is what incentive would there be
12 to improve.

13 MS. BENNET: Well, I don't know if you
14 caught it in the proposal that I set forth but to
15 deploy in a network situation TDOA at every cell site
16 to it that would assist the PSAP that made the request
17 - and it maybe someplace outside of the county
18 whatever will assist the cell sites in the county - on
19 the handset-based solution, deploying the latest
20 greatest technology that's available now which isn't
21 always going to be accurate either.

22 MR. HATFIELD: I had a comment out here.

23 MR. HAYNES: Dale, our state board would
24 be opposed to any lessening of the standard just on a
25 case-to-case basis. We ran into probably the same

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1 problems. Well, we had a trial with Verizon Wireless,
2 and we had a trial with Advantage Cooperative, a Tier
3 III carrier.

4 One reason we like to think that we were
5 one of the leaders in the nation is we did this in
6 some of the most challenging terrain east of the
7 Mississippi River in the Cumberland Plateau Region,
8 not Appalachian Mountains but the Cumberland Plateau
9 Region. The reason that's so unique is that you can't
10 even use a GPS solution in some of that area because
11 you can get the satellites but because of the terrain
12 you will get so many false echoes from what the
13 engineers tell me that your reading may be thousands
14 of meters off so to speak. It just throws your
15 apparatus in a tail spin.

16 In working with our cooperative, we had to
17 invest in the massive angle of arrival antennas. We
18 had to shore up for wind load stress. Tower structure
19 was different. Cable angles and everything for wind
20 load stress and everything else. But my bottom line
21 is if they could do it there I would argue it could be
22 done just about anywhere.

23 The amazing thing was their cost. I would
24 say that for the Tier III carriers that are deploying
25 in the state of Tennessee. Their costs are well in

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1 line with their Tier I competitors in our state. I
2 understand it is a hardship. I'm a former deputy
3 administrator of a rural utility service. I know what
4 rural costs are to utilities.

5 But in terms of getting your hands on the
6 money, it is about providing equitable service to
7 rural Americans. They should not be put at a
8 disadvantage. There's a building just a block up the
9 street here, the Ag Department. We have the former
10 RUS Administrator standing up right over here. The
11 two of us a year ago got language in the Farm Bill
12 specifically on 911 for cases like this.

13 I respect the challenges they have because
14 God knows that's where the rest of my hair went. We
15 pulled it out in trying to get within the FCC
16 standard. But it can be done and it can be done in
17 the most challenging terrain. Believe it or not, it
18 can be done at Wal-Mart prices.

19 MR. HATFIELD: How about the environmental
20 issues?

21 MR. HAYNES: Nobody wants it in their
22 backyard. I have a 500 acre farm in Tennessee that I
23 still maintain. I don't want one near it. I don't
24 want to see the light on top of it. But God knows, I
25 have an expensive cell phone bill every month. So

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1 it's that classic "not in my backyard."

2 Please, if there's one thing that the
3 state of Tennessee can ask of the Commission today, do
4 not give any more blanket waivers. If it saves one
5 single life, it has been worth all the headache that
6 it cost everybody in this room and all the billable
7 hours that people are going to make off of it. This
8 is a life saving service. That's the discussion we
9 need to have.

10 If there was anybody that ever needed it
11 more, it's the people in rural America; the farmers,
12 the people that are challenged by geography and
13 distance from the cities. That's one reason why the
14 Tennessee Farm Bureau led the charge at the American
15 Farm Bureau convention this year calling on the
16 advancement of 911 and E911 services across the
17 country. Our state farm bureau even led the efforts
18 to pass policy to oppose states raiding the state
19 funds for that very purpose.

20 So this is a rural quality of life issue.

21 I would challenge that those people that are
22 providing service in those rural areas to put their
23 customers first. I respect the challenges that you
24 have. They are there. But we did it. If a bunch of
25 country boys from Tennessee can do it, anybody can do

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1 it.

2 MR. HATFIELD: We sure teed up the issue
3 here. Haven't we? Is there a question from the
4 public?

5 MS. PARTYKA: I'm Janice Partyka at
6 TechnoCom. I have a real short question. I
7 understand the cost of infrastructure for the rural
8 carriers is pretty daunting. Among our carriers, we
9 are seeing some carriers starting to talk about
10 sharing infrastructure. We're seeing talks about "I
11 have room on my tower. You don't have a PDE. Maybe
12 we can make a swap here." I'm wondering if that is a
13 solution in some situations that could perhaps
14 eliminate some of the distress and the infrastructure
15 costs.

16 MS. BENNET: I would say to that where
17 there are facilities and competing carriers with the
18 same type of technology and they can deploy and get
19 together, that would be great for them to work
20 together. I would encourage that. For my members,
21 we're the only game in town in a lot of these areas.
22 There's nobody for us to share with.

23 I understand your situation in Tennessee.
24 In fact, Advantage Cellular is one of the members of
25 RTG. I have worked with them on this project. We

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1 have to get west of the Mississippi. We have all
2 flown to California and looked down from the plane to
3 see what kind of challenges we face. There's not a
4 lot of stuff out there. If there's nothing to
5 triangulate from, there's nothing to triangulate from.

6 I understand your situation. But
7 Tennessee had that situation. Montana, Utah, other
8 areas of the country have a different situation.
9 That's the thing that we have to keep in mind here.
10 You cannot lump rural wireless carriers into one boat.

11 We just can't be. We're just too different. I've
12 been to the E911 Caucus with this message. I've been
13 to the eighth floor with this message.

14 The question that I get repeatedly asked
15 is what level of accuracy can you hit. I have to say
16 I really don't know because it changes from carrier to
17 carrier and location to location depending on how
18 these cell sites were deployed. I agree with you -
19 and we're working cooperatively to do this - to make
20 this a nation priority. But we would have to build
21 tons and tons of cell sites to be able to do the
22 things that you all are talking about doing and
23 hitting the accuracy requirements that you want to
24 hit.

25 MR. HATFIELD: We need to wrap up. Chris,

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1 can you do it real quickly?

2 MR. MCLEAN: You bet. My name is
3 Christopher McLean. I'm with the ComCARE Alliance.
4 Thank you, Anthony, for the introduction. We served
5 together in the previous administration at the Rural
6 Utilities Service. There are a couple of resources
7 available at your neighbors here, the Department of
8 Agriculture, that might be useful to both carriers and
9 to communities and PSAPs.

10 The new authority that Anthony mentioned
11 and the Rural Extrication (PH) Act provides loan
12 authority to make loans to municipalities as well as
13 to carriers to improve 911 service. There is about to
14 be rolled out some announcements on grants that will
15 provide broadband service to rural areas that will
16 include free service to public safety.

17 In a program called Community Facilities,
18 there are grants available to communities and non-
19 profits to be able to upgrade emergency communications
20 facilities, among many other purposes, but that's one
21 of the purposes that is possible. So I would
22 encourage rural communities and rural carriers and
23 rural public agencies to work closely with the United
24 States Department of Agriculture Rural Development
25 Agencies to see if there are ways to see if they can

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1 help you solve some the problems.

2 MR. HATFIELD: Okay. We need to move on
3 to our next panel. I want to thank you all very much.

4 (Applause.)

5 MR. HATFIELD: Our next session is on
6 consumer and carrier education with Dane Snowden, the
7 Chief of the Consumer and Government Affairs Bureau
8 and David Solomon, Chief of the Enforcement Bureau.

9 MR. SNOWDEN: Good afternoon. Thank you
10 very much, Dale. I want to thank everyone for
11 sticking around and for participating in this
12 coordination initiative to address the important issue
13 of wireless E911 deployment.

14 Last week, I had the opportunity of
15 visiting a PSAP in Fairfax, Virginia and saw first
16 hand the role E911 plays in the daily lives of
17 Americans across this country. In addition, it was
18 very evident to me that without location information
19 PSAPs aren't able to quickly and efficiently deploy
20 emergency services. As Dale has outlined in his
21 report and this morning, this is a very complex issue
22 with many different stakeholders at work, and of
23 course all of you in this room are very aware of this
24 particular issue.

25 Today's efforts are an important step

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1 toward ensuring that the wireless E911 is deployed
2 expeditiously so that vital emergency services are
3 available to consumers. My role today as the Chief of
4 Consumer and Governmental Affairs Bureau is to talk
5 about our outreach plans when we look at consumers,
6 outreach plans of public safety answer points and
7 their organizations, and also to government entities.

8 First, if you look at the issue of
9 consumers - and this is of course working with our
10 colleagues in the wireless bureau - we all know it is
11 important to note that all stakeholders want to see
12 E911 deployed quickly. However, it is equally
13 important for consumers to be aware of the challenges
14 that we all face in implementing wireless E911.

15 So it is our view that it is important
16 that information is shared with all the various key
17 stakeholders. That is why we have developed several
18 fact sheets which outline the opportunities and the
19 challenges this issue particularly poses for all
20 consumers. Of course, this information is all
21 available for you.

22 We have also developed a website that
23 provides important consumer information about 911
24 services. Of course, we have links to the Mid-America
25 Regional Council and CTIA. Our goal, as we develop

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1 all of these outreach materials, is to make sure
2 consumers have information at their fingertips. If
3 you have ideas or thoughts about what we need to
4 include or alter, please speak up and let us know
5 because we want to make sure it's effective for all
6 stakeholders going forward.

7 When we look at the issue of state and
8 local and public service organization outreach, it's
9 important that from our standpoint we find innovative
10 solutions to speed up the wireless 911 deployment. In
11 our outreach efforts, we seek to identify and
12 coordinate with key organizations representing state,
13 local, and tribal organizations across the country
14 including, just to name a few, the National Governors
15 Association, the National Association of Regulatory
16 and Utility Commissioners or NARUC, U.S. Conference of
17 Mayors, and the National Congress of American Indians.

18 We also want to engage the points of
19 contact identified by the governors across the
20 country. I'm actually very proud of both the staff of
21 my bureau and of the wireless telecommunications
22 bureau to report that we have all 50 states accounted
23 for in terms of having points of contact to start
24 debating or start having conversations on this
25 important issue of funding regarding this important

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1 issue. We also have U.S. territories involved. We
2 plan to do outreach in the Indian country to get
3 points of contact as well.

4 Our goal is to draw upon the experience of
5 public safety organizations to collaborate, to
6 coordinate, and focus upon wireless E911 deployment
7 strategies. In doing so, we want to also coordinate
8 with APCO, also the National Association of State 911
9 Administrators, and NENA. That's what we have been
10 doing.

11 Looking forward, what we plan to do in
12 conjunction with our colleagues in the wireless bureau
13 is that we do plan to hold an E911 summit with the
14 governors' designees to share wireless E911 options
15 and identify solutions. We do plan to engage the
16 FCC's Local and State Government Advisory Committee to
17 work on the development of state-by-state funding and
18 an implementation survey. We will continue to develop
19 additional training and outreach materials here at the
20 Commission for consumers across the country.

21 One of the things we have just launched as
22 a nation-wide campaign last week is the
23 Telecommunications Services Priority program or TSP.
24 The TSP is a great program. It is the program that
25 governs which telecommunications lines are restored on

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1 a priority basis in the event of a national crisis or
2 an attack. Since the launch of this program last
3 Thursday, we have seen an increase of public service
4 answering points signing up for TSP to make sure they
5 are part of this important program.

6 If you are a PSAP and are not familiar
7 with this program, I encourage you to pick up
8 information at the back of the room and encourage you
9 equally to sign up for this very important program.
10 This is a national campaign that we have launched in
11 conjunction with the National Communications System to
12 enroll more PSAPs across the country.

13 So we have a lot on our plate in terms of
14 coordinating all of our efforts with the various
15 stakeholders and in terms of getting the message out
16 about what E911 is today and what we hope it will be
17 tomorrow. We look forward to working with each of you
18 as various stakeholders to make sure that we get this
19 agenda moving forward.

20 I would like to take a personal note and
21 applaud my colleague John Muleta and his wonderful
22 staff for putting this wonderful coordination
23 initiative on. I want to thank each of you for
24 participating today. I look forward to working with
25 each of you as the days and months go on. Thank you.

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1 (Applause.)

2 MR. SOLOMON: Let me also thank John and
3 all of you for coming here today. As someone who is
4 asked to speak today next to last in an all day
5 meeting, I came back here this afternoon wondering if
6 anyone would be left from this morning. The fact that
7 so many of you are still here really underscores the
8 point that all of you and the Commission share a
9 common goal which is to try to work cooperatively and
10 together to move E911 forward.

11 Dane talked about how he's looking forward
12 to working with all of you, and all of you are looking
13 forward to working with him. Probably most of you
14 aren't looking forward to working with me. Those that
15 have worked with me probably don't want to do it
16 again.

17 (Laughter.)

18 MR. SOLOMON: If E911 works well and the
19 sessions that have been started today continue in the
20 spirit of today, E911 should be implemented on
21 schedule, and then further enforcement actions
22 shouldn't be necessary. We have a couple of
23 enforcement matters pending, and we're going to clean
24 those up. But our hope is that if everyone works
25 cooperatively together there will be compliance,

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1 consumers will benefit, and there won't be a need for
2 further enforcement action. If problems do arise,
3 we're here and ready to move into the area if need be.

4 What I want to do today is give you some
5 brief advice about how to deal with us in the
6 Enforcement Bureau and the processes that are
7 available if problems do arise either from the
8 perspective of a PSAP or a consumer with problems with
9 the wireless carriers or if a wireless carrier has a
10 problem with a wireline carrier about E911
11 development. There are basically three options that
12 you have in coming to deal with the Enforcement
13 Bureau.

14 One is mediation. One is a formal
15 complaint. One is to try to get us to start an
16 investigation that might lead to a forfeiture or a
17 consent decree. In the mediation area, we have
18 experienced mediators in our Market Disputes
19 Resolution Division that are available if you come to
20 them with a problem and you are looking for an
21 informal solution. You are not looking for either a
22 legal proceeding or for us to take formal enforcement
23 action.

24 For example, if a PSAP has a concern that
25 the wireless carrier isn't responding correctly or the

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1 wireless carrier has a concern that a wireline carrier
2 isn't responding correctly, we can help bring you
3 together and help work out the problem informally. We
4 have had so far nine mediation requests in the E911
5 area. All of them have resulted in successful
6 settlements that haven't led to litigation.

7 If you are interested in taking advantage
8 of our mediation program, you can contact Radhika
9 Karmarkar who is Deputy Chief of our Market Disputes
10 Resolution Division. Her phone number is 418-7330.
11 If mediation doesn't work and you want to bring a
12 formal action at the FCC, you can file a formal
13 complaint with the Market Disputes Resolution
14 Division.

15 If you are thinking of filing a formal
16 complaint, I encourage you to contact them first. We
17 have all sorts of rules about what you have to say in
18 the complaint. We don't want to get people hung up
19 and not filing them procedurally correctly. So far we
20 haven't had any formal complaints in the E911 area.
21 If we get them, it's basically like a law suit. We
22 adjudicate it. We would come to a formal decision
23 deciding based on the facts in the law whether the
24 Defendant is responsible for the problem. If the
25 Defendant is held responsible, then there's a

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1 potential opportunity for damages.

2 The third option is for us to start an
3 investigation. It's basically a discretionary action
4 by us. We do it based on the information that we get
5 from a variety of sources. Obviously we get the
6 carrier reports and we look at those. Sometimes
7 information is brought to us informally by PSAPs or
8 others raising certain concerns. Typically such
9 investigations would lead, as I mentioned, to a
10 monetary forfeiture or a consent decree. We've had
11 some of both.

12 If you have information that leads you to
13 want us to begin an investigation in the E911 area,
14 the contact person for that is Kathy Berthot of our
15 Technical and Public Safety Division. That number is
16 418-1160. Basically what happens in one of these
17 investigations is typically we would begin with a
18 letter of inquiry. We would ask you essentially
19 interrogatories or series of questions to try to get
20 at the facts. We would probably or may ask for some
21 documents.

22 One thing I would mention is if you are
23 the subject of one of those investigations it's very
24 important that you be very forthcoming in the facts,
25 give us the facts we ask for, be truthful. In the

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1 end, if you start hiding stuff from us or fudging the
2 facts, you are going to end up in a lot worse trouble
3 than just having E911 problems.

4 I can tell you we did in another area. We
5 started a revocation proceeding a couple of weeks ago
6 where the basis for the revocation is issues that
7 someone may have lied to us in connection with a
8 slamming investigation and in connection with applying
9 to discontinue service with the Wireline Competition
10 Bureau. So the lying gets you nowhere.

11 If you want us to start an investigation,
12 it's important for you just to be aware of what your
13 role in the investigation is. If you want to be a
14 formal player in a formal enforcement action, you can
15 file a formal complaint. You'll be a party. You'll
16 get copied with pleadings. You'll be notified of
17 everything that goes on.

18 But if you come to us and ask us to
19 exercise our discretion, you are not a party. We will
20 decide based on the facts how strong the case is,
21 whether or not to go forward, and how to go forward.
22 While you may be able to find some information out
23 about what's happening, you're not a party in the same
24 way. Sometimes people get frustrated that I came and
25 talked to somebody and that means I "filed a

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1 complaint" and I have a right to know what's going on
2 at every stage. That doesn't happen under this
3 option.

4 If you are the subject of one of these
5 investigations, the typical process if we find that
6 there appears to be a violation is we would issue a
7 Notice of Apparent Liability and propose a forfeiture.

8 If you are interested in a consent decree, which
9 would involve typically a payment and a compliance
10 program, then come and talk to us about it. It's for
11 you to come and talk to us and give us some sort of
12 detailed proposal that we can work with you on. We
13 are open to such consent decrees as is clear from the
14 action we've taken.

15 In conclusion, we've taken strong
16 enforcement action in this area. We're big supporters
17 of what's going on today and the Commission's approach
18 to everyone working together and trying to have this
19 compliance developed in a cooperative fashion. We
20 hope that will be the result. Thank you.

21 (Applause.)

22 MR. MULETA: Why don't we open it up for a
23 few minutes and see if there are any questions either
24 from the table or from people sitting out in the
25 audience? There aren't. With that, I guess you guys

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1 are free to go. Thank you very much. We've come to
2 the last part of today's meeting. What I'm going to
3 do is in two parts.

4 The first thing I'm going to do is show
5 you the database that we're building based on the
6 quarterly reports that are being filed. For those
7 that might have come to the meeting late and weren't
8 here for the announcement of where the bathrooms are,
9 that was my first job today.

10 I am actually John Muletta, Chief of the
11 Wireless Bureau. What I'm going to talk about is
12 first the database. The second thing is as part of
13 this coordination initiative I would like to summarize
14 some of the key findings that I took notes of the
15 whole day and relay that to you.

16 First of all, again, I'd like to give my
17 thanks to the Chairman for his leadership in
18 initiating the coordination meeting and also the other
19 Commissioners for their great and willing
20 participation in this and taking an active leadership
21 role. The second thing I would like to do again is
22 thank my staff and also the staff from the other
23 bureaus, and particularly Lauren Kravetz, Jennifer
24 Tomchin, and Blaise Scinto from the Policy Division,
25 the Chief of the Policy Division who has done a great

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1 job and can now go and have her baby now that this
2 initiative is over.

3 That said, I also want to thank John
4 Chudovan and Steve Miller from the data management
5 group who have been very active in helping us with the
6 database which I'm just going to get to. Finally, I
7 also again want to close this by thanking all of you
8 who participated and sat through the whole day. Your
9 input has been tremendous and very useful and very
10 educational. That said, Steve, if you can take me to
11 the database please.

12 Actually if you can go to the cover page.

13 I want to emphasize something here. The key here is
14 in this collaboration one of the key lessons that I
15 learned was that in order for us to move and advance
16 the ball in E911 it's important that we have
17 information and that we track it and update it and be
18 consistent about it. So what the Commission has been
19 doing as part of our process is we've been collecting
20 information based on the quarterly filings of Phase I
21 and Phase II deployment, status, and so on.

22 The goal here is again more efficient
23 tracking and rapidly identifying the trends that are
24 taking place. It helps to have an informed dialogue.

25 The way we do it is with these quarterly filings.

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1 Additionally, what we would like to do is provide it
2 to the public, meaning all of the interested parties
3 so that you can accurately see the development.

4 One of the intentions that we have is -
5 for example PSAPs operate on a monthly regional basis
6 and carriers operate on much larger geographic areas
7 and ILECs operate on a much narrower basis - so what
8 we need to do is match all of this data and make sense
9 as to what's going on the deployment. Then over time,
10 we can use this information to provide greater help to
11 the carriers as they implement E911.

12 One of the key components that we're doing
13 again is to have a universal database in a sense.
14 What we've done is worked to identify the PSAPs
15 through NENA's PSAP Registry. So the data that we're
16 collecting is going to be tied into that PSAP
17 Registry. Thanks to NENA for that.

18 What we'll do with this information is
19 assign each PSAP a number so that we will have
20 universal association of the related data. Again,
21 what you will get is greater granularity in terms of
22 geographic deployment. Then we'll be able to help the
23 whole community take the right action based on this
24 information.

25 What I'd like to tell you is what we have

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1 today. There is a URL. It's www.fcc.gov/911/enhanced
2 that takes you to what we have today. There are paper
3 filings available in pdf format for the quarterly
4 carrier data. Any of the FCC actions or any other
5 related information that we have available can be
6 found at this site. So again like ESIF and NENA and
7 APCO and all the other players, we do have these
8 databases. I know some of the states also have this
9 type of information. We're trying to find an easy
10 access point for this.

11 What we're trying to move to - and this is
12 the next set of discussion for us - is moving this
13 into an electronic format. What that will do is it
14 will give all of the players enough information that
15 they can manipulate to do their own analysis of what's
16 going on. What the FCC will also do is prepare a set
17 of reports that we'll publish that will relay some of
18 the key information that we think is important to
19 advance the ball.

20 It's very difficult for me to point to
21 this, but if you take a look at the screen, what we
22 have is essentially the kinds of reports that we'll be
23 able to generate. So what you'll see is a PSAP with a
24 particular unique identifier in the left hand column.
25 Then it will be effectively what counties are

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1 involved so that we'll be able to tell, even if it's
2 multi-jurisdictional, rollout. You'll be able to see
3 what those are. And you'll be able to identify
4 multiple states, again, multiple jurisdictions and how
5 it interrelates.

6 Then moving further to the right, you will
7 see the time period that we're talking about in what
8 has been deployed or not; Phase I, Phase II, and in
9 the future it might be a Phase III. What we want to
10 incorporate is where the state of the art is in terms
11 of that particular geography and that particular
12 carrier or carriers. Then what we'll have is a code
13 for telling us why it's in the status it is. For
14 example, you could have a Phase I deployed but not
15 Phase II. The issue could be reason A, B, or Z. So
16 that's what we're going to try to do.

17 The kind of reports that we'll be doing
18 again will provide carrier status, geographic
19 granularity, deployment by PSAP, and the total picture
20 that we have by phase. Again, these are things that
21 we're considering. The key issue here, like we've
22 talked about today, is uniformity in terms of the
23 filing process.

24 One of the things that I wanted to do is
25 explain to you that right now we're getting paper

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1 filings. We thought about the logistics of bringing
2 in all of the paper filings and demonstrating to you
3 how cumbersome that is and how hard it is to get the
4 data available. So one of the moves that we are going
5 to go to is to ask the carriers to file this
6 electronically so that we'll have uniform filing. It
7 will be a lot easier to manipulate and include into a
8 database.

9 Steve, if you could maybe show them some
10 of the examples on how we're building this database.
11 What you have here is effectively an ability to load
12 as the carrier by going to a website that we have your
13 carrier's name and then you'll be able to load the
14 Excel spreadsheets that we're going to ask for the
15 carriers to implement by the next quarterly filing
16 which is in August, not the May one but August.
17 Effectively the uploading process is just attaching a
18 file onto the webpage. It's in Excel file format.
19 We'll give you some of the success parameters.

20 Let's say you don't do it the right way.
21 There's some missing information. What effectively
22 the carrier will get is a file that will be sent back
23 to them that says here is an exception reporting of
24 the things that are missing and the reasons why the
25 filing was returned to you. Again, all the things in

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1 red are things that were missing and that we're
2 sending back and asking you to fill that in.

3 This can be done from a desktop. It
4 doesn't require somebody to shift paper and then
5 resubmit it or whatever. This is basically the
6 printout of an Excel spreadsheet. All you have to do
7 is focus on the red. The important thing is we're
8 asking for certain information that has been
9 inconsistent or has lacked uniformity. We're asking
10 for that information to be consistently applied and
11 brought in.

12 We're going to release a public notice in
13 the very near future. We're going to ask is for
14 electronic filing of these documents that are now
15 submitted by paper. The target for doing this would
16 be for the August quarterly reporting. We think this
17 is an easy capability, easy to do, and will provide
18 flexibility to the FCC in manipulating the data and
19 getting the results out to you faster. It will also
20 help us by allowing, for example, PSAPs who want to
21 take a look at the information understand where their
22 carrier is in terms of deployment and access to some
23 of this information in a much easier fashion.

24 That said, I just want to open it up for
25 any questions that you might have on this process from

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1 the table or from the parameter. This is one of the
2 key issues Dale had identified, effectively building
3 clearinghouses and things like that to enable
4 information exchange. Any questions or comments? I'm
5 trying to beat my 4:00 p.m. deadline, so I'm talking
6 fast.

7 MS. BAILEY: More a hopeful comment than a
8 question. It would be great if this information could
9 somehow be linked to the DOT clearinghouse which has a
10 whole largely different type of information but
11 complimentary. The more closely we can bring those
12 two together that would be very helpful to folks so
13 they have at least what looks like a one place to go
14 for everything they might need.

15 MR. MULETA: Okay. I think it would be
16 easy for us to do that in a portal format. The other
17 thing we can also do is after this if you can give me
18 a contact name for whoever is administering the
19 database I'll make sure that our folks are in
20 communication. Again, whether it's the ESIF or Locate
21 or SWAT and everything else, we would like to make
22 sure this is a coordinated effort.

23 This is something that we're already
24 doing, but it's in paper format. I would like to move
25 it to something electronic and have the response be a

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1 lot faster. We'll definitely work with you. Any
2 other questions or comments? No, okay.

3 That said, what I'll do now - and I'll do
4 it as quickly as I can - is I will try and summarize
5 what I got out of it today. Hopefully this will match
6 and you'll be out in five minutes. How's that? All
7 right. I was taking notes. I think I was up to six
8 pages. I'm left-handed, and I write really slow so
9 this was very painful for me. I want to thank
10 Jennifer Tomchin for also helping me with this.

11 If we can go to the first page, let me
12 point out what the key lessons are. I'll start out
13 with what the Chairman said. E911 is on a digital
14 migration. That's important for us to remember as we
15 do things going forward. We're moving from analog to
16 digital. The tension that we have between the
17 wireline and wireless is wireless went from zero to
18 digital and wireline has a historical transition. We
19 need to marry the two as quickly as possible.

20 Two things that really came out for me.
21 One is on the soft side. The other one is on the
22 really hard technical stuff and very related.
23 Leadership matters. Many of the points that were made
24 here were that if you don't have the leadership then
25 it will fail. The other thing I heard was long-term

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1 planning, long-term architectural thinking about the
2 issues, the evolution of this, the digital migration
3 aspects of it have to be considered, have to have a
4 leadership level, has to be funded at that level, and
5 it's very important. So leadership matters and
6 architecture matters.

7 We heard a lot about the national
8 collaborative efforts that are going on. One of the
9 most important things that I heard was the thread that
10 almost every one of the collaborative efforts had
11 joint membership. John is member of the group, as is
12 Susan, as is Evelyn, and so on. So the thread of
13 people working collaboratively across the groups and
14 within the groups is very important.

15 This relates to the architectural issues
16 as well. The evolutionary aspects of E911, these
17 groups, are going to become terribly important in
18 reducing the transaction costs and collective action
19 problems that are associated with the deployment of
20 E911. A very important point that I learned on a
21 summary level is every region, state, local community
22 needs a single point of contact that can deal with the
23 issues and that can provide the leadership.

24 A key point that I heard here from Tim
25 Berry, who has left already, but it's very important

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1 for me to note that the integration of the policy and
2 the finances at the highest levels is critical. I
3 note today there is a summit of sorts between Governor
4 Warner from the Commonwealth of Virginia and Governor
5 Erlich from Maryland and Mayor Anthony Williams of
6 D.C. One of the subjects that they are going to talk
7 about is homeland security public safety. As a
8 specific item, I think that's great. They need to
9 figure out how to fund it.

10 On the wireless carrier implementation,
11 one of the things that I drew out of that was that
12 again there needs to be an attempt to have a single
13 point of contact. It's important, especially when we
14 are talking about the network-based technologies that
15 need to be deployed, to focus on large geographic --
16 to reduce implementation blockages and also manage the
17 cost side of the equation.

18 The third bullet point says "central
19 planning." I'll edit that. We don't do central
20 planning in this country. Anyway, the idea is central
21 coordination. Single points of contact are going to
22 be terribly important. Collaborative efforts. Again,
23 sharing of information, sharing of successes,
24 participation in the SWAT initiative or any of those
25 kinds of things would be terribly important for rapid

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1 deployment.

2 On the PSAP funding and operation, this
3 was probably one of the liveliest exchanges that I
4 saw. Again, this is where I see the integration
5 between policy and finances being closely aligned.
6 Leadership also plays a key role. The best thing on
7 this one is don't divert the funds, don't do things
8 like that. The central point is about leadership and
9 understanding the importance of E911 to the benefit of
10 the public.

11 On the LEC issues, what I would like to do
12 as we go to the next page is there are taking lessons
13 maybe from the legal bar on developing model tariffs,
14 model cost recovery systems, working on a joint basis,
15 creating collaborative efforts in that area is a way
16 of reducing the transaction costs and something that
17 should be modeled in those states that haven't already
18 broached that approach. It helps legislators to say
19 here's a document on cost recovery or the
20 Commissioners.

21 Here's how we would do it on a joint
22 effort to model cost recovery by getting ILECs and
23 LECs and the wireless carriers and also the PUC folks
24 to work on a joint effort. That's the key lesson that
25 I draw on that. I ask the national groups again to

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1 help facilitate this by taking the Texas model or the
2 Indiana model and whatever and apply it to other
3 states.

4 On rural issues, I'll move down to the
5 bottom. That will address the high points on that
6 discussion. Obviously rural areas because of the
7 geography consideration - be that in the population
8 density issues - raise financial hurdles on
9 implementation of E911. There is a counterpoint that
10 Anthony Haynes from Tennessee made which is the
11 problems can actually be solved with a greater deal of
12 collaboration and a let's-fix-it-type of attitude.
13 But still there are hurdles that need to be recognized
14 and addressed.

15 The related issue is the standards that
16 are applied on the performance metrics, especially on
17 the accuracy. That's an important consideration.
18 Obviously that's something that the Commission will be
19 considering as we broach the rural issues with a
20 greater focus now that we have resolved some of the
21 technical issues on the denser population
22 implementation.

23 That said, the key question is what's
24 next. For me, there's really a multitude of steps
25 that need to take place. One is we need to get more

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1 deployments out on the marketplace both Phase I and
2 Phase II. We need to continue working cooperatively
3 along those lines. I look forward to participating or
4 hearing from the NENA SWAT CEO summit meeting that is
5 in early June. I'm planning to be there.

6 Again, that is solution focused, company
7 focused, and organizationally getting the various
8 constituencies to work each other at the most senior
9 levels because it's all about the leadership is what
10 we heard today. So leadership on the carrier side,
11 leadership on the PSAP side, leadership at the state
12 level. NENA SWAT's efforts in that area are great. I
13 hope to see results out of that.

14 Also, we have the APCO meeting slated for
15 August in which there will be the sidebars and the
16 various things that Bill Hinkle mentioned that the
17 Locate service is doing. Again, that's another point
18 where we're going to see a collaborative effort to get
19 results. What we will do in the fall is we will
20 convene another E911 coordination initiative which
21 will be based on being informed during the summer
22 months and over the next proceeding six months or so
23 as to the developments.

24 Hopefully we will have the electronic
25 filing of the quarterly reports and we'll have much

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1 greater detail about the level of deployment and the
2 kind of issues that are presenting themselves in the
3 meantime. That said, I'm under the 4:00 p.m. time.
4 I'm over my own 3:50 p.m. time limit.

5 But what I want to do again is thank
6 everybody for coming in and spending the time with us
7 today. It was highly informative. I want to thank
8 again the Chairman and Bryan Traymont his Senior Legal
9 Advisor who just stepped in. I want to thank all of
10 them for helping us get this program up and running. I
11 want to again thank also the staff for the great work
12 that they have done and also I thank you all for the
13 great service that you are doing for the American
14 public. With that, I will close this session. Thank
15 you.

16 (Whereupon, the above-entitled matter
17 concluded at 3:56 p.m.)
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