

**MINUTES OF THE TENTH MEETING OF THE  
PUBLIC SAFETY NATIONAL COORDINATION COMMITTEE**

**Date/Time:** Thursday, November 2, 2000; Meeting commenced at approximately 9:40 a.m.

**Address:** Federal Communications Commission  
445 – 12<sup>th</sup> Street, S.W.  
Washington, D.C. 20554

**Attendees:** See attached list

**Convening of Meeting:** Kathleen Wallman, National Coordination Committee (“NCC”), Chairperson, convened the tenth meeting of the NCC. With a sign-language interpreter signing, Ms. Wallman inquired if anyone needed sign language interpretation; no one responded, and Ms. Wallman mentioned this fact. (Editor’s note: two sign interpreters remained available during the meeting if their services were to be needed later.) She said it appeared that the format of having the three NCC subcommittees meeting on one day, followed by the General Membership meeting the next day appeared to be working well.

**Remarks of Thomas Sugrue.** Ms. Wallman introduced Thomas Sugrue, Chief, Wireless Telecommunications Bureau (“Bureau”), Federal Communications Commission (“FCC”). Mr. Sugrue commended the NCC and others who submitted comments and reply comments in response to the FCC’s Fourth Notice of Proposed Rule Making (“*Fourth NPRM*”).<sup>1</sup> He said the FCC knows that time is of the essence for issuing a final report and order containing the new interoperability rules arising out of issues surrounding the *Fourth NPRM*. He said his main topic today is “band clearing” (*i.e.*, measures that could be taken to accelerate the DTV transition date and encourage analog television broadcasters to vacate the Channel 60-69 spectrum.) He said the public safety community should be concerned about such transition as it affects the availability of the 700 MHz spectrum for public safety users. He said the public safety community and the FCC must work with the commercial interests which have bid or will bid for spectrum in the 700 MHz band and with the broadcasters in helping to find solutions for rapid band clearing to achieve the public safety community’s goals without unfairly penalizing incumbent television stations or their viewers. He shared some solutions to the band-clearing problem that FCC Chairman William Kennard proposed in a New York speech the previous month. (Mr. Sugrue first noted these proposals represented the Chairman’s views and that there is no official FCC position on the subject.) According to the Chairman, one way to prevent analog television stations from becoming “spectrum squatters” would be to establish legislatively a firm DTV transition date; then public safety could make realistic plans for implementing 700 MHz technology. While this is controversial and it is uncertain if Congress would make such change, it would provide additional clarity and certainty, would greatly help both commercial and public safety users and could help facilitate the DTV transition. Another solution proposed by the Chairman would be legislation directing the FCC to require that all new television sets must have DTV reception capability after a certain date. Another of the Chairman’s proposals was to assess a fee for television licensees who continue to use their existing Channel 60-69 licenses past a certain date, with the fee increasing yearly to give economic incentives for a television broadcaster to relinquish use of its analog channel. Mr. Sugrue reminded the attendees about presentations made at the April NCC meeting concerning commercial users of the spectrum removing television broadcasters from the 700 MHz spectrum by entering into voluntary band clearing arrangements. While he did not see this as an option for public safety licensees, he still thought the public safety community might want to

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<sup>1</sup> The Development of Operational, Technical and Spectrum Requirements For Meeting Federal, State and Local Public Safety Agency Communication Requirements Through the Year 2010; Establishment of Rules and Requirements For Priority Access Service, WT Docket No. 96-86, *Fourth Notice of Proposed Rule Making*, FCC 00-271 (rel. Aug. 14, 2000), *Erratum* (rel. Aug. 14, 2000); 65 Fed. Reg. 51788 (Aug. 25, 2000).

support the voluntary clearing because commercial interests buying out television stations in the channel 60-69 range could have some solid benefits for the public safety community. He expressed optimism that solutions will emerge for freeing 700 MHz spectrum for public safety use nationwide and said the public safety community must make known that the channel-shortage crisis in public safety communications is not going to be relieved without a reasonable and timely transition to free up this spectrum. (Mr. Sugrue's remarks are available at <http://www.fcc.gov/wtb/publicsafety/ncc/>.)

Mr. Sugrue responded to questions and comments related to his topic and on other matters relevant to the NCC. In this regard, questions and comments, collectively, were proffered by Sgt. John Powell, University of California at Berkley (urging the FCC to act quickly on the NCC's recommendations that were submitted to the FCC in February (hereafter, "NCC Report"),<sup>2</sup> Richard DeMello, FCCA (asking what the NCC could do to move the DTV band clearing forward), Harlin McEwen, International Association of Chiefs of Police (expressing appreciation for Mr. Sugrue's understanding of the need for early clearing of the 700 MHz Public Safety band), Glen Nash, APCO International (commenting that the public safety community needs assurance that rapid decisions are made regarding the NCC's recommendations on standards before planning cycles can be instituted for funding of systems), and Lt. Ted Dempsey, New York City Police Department ("NYPD") (commenting on the Implementation Subcommittee's concerns regarding the Letter of Understanding with Canada surrounding DTV issues).

**Remarks of Adam Krinsky.** Ms. Wallman next introduced Adam Krinsky, Legal Advisor to FCC Commissioner Gloria Tristani and gave his biography. Mr. Krinsky, on behalf of Commissioner Tristani, thanked the NCC for its work and said he believed he also spoke on behalf of the other Commissioners and their Legal Advisors in this regard. He said the NCC's input and the NCC Report are making significant contributions to public safety communications, with the Report serving a critical role in creating a dialogue on very difficult issues, and that the FCC has listened to the NCC's goals and concerns. He said the critical issue is resolving the narrowband digital standard in the 700 MHz band. He pointed out that the FCC is striving to strike an appropriate balance between spectrum efficiency on one hand and near-term, cost-effective deployment on the other. He said the FCC has held two hearings on spectrum management, with two key areas emerging from them: (1) make more spectrum available and (2) promote greater efficiency in spectrum use. As for private wireless users, the FCC is considering further use of the band manager concept first introduced in the 700 MHz guard band, and the FCC also is working on various initiatives to try and squeeze more capacity and more services out of today's spectrum. As for public safety use of the spectrum, the above balancing act leads to the narrowband digital standard issue. He said Commissioner Tristani strongly supported the *Fourth NPRM*'s tentative conclusion to adopt the Project 25 Phase I digital voice standard and to develop a "migration path" to 6.25 kHz (narrowband) technology in the Interoperability spectrum as a way to move forward toward deployment while supporting spectrum efficiency.

Mr. Krinsky said comments filed in response to the *Fourth NPRM* on these proposals raised intriguing ideas. In particular, the NCC and others suggested adopting the Project 25 Phase I 12.5 kHz (wideband) standard for the Interoperability spectrum and developing a migration path to 6.25 kHz in the General Use channels. The 6.25 radios ultimately deployed would be dual-mode so they could operate using Project 25 Phase I capability on the Interoperability channels. He said the following could result from this approach: (a) the General Use channels are the largest portion of the 700 MHz public safety band and will be subject to the most intensive demand in public safety agencies' day-to-day use; (b) adopting Project 25 Phase I in

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<sup>2</sup> Public Safety National Coordination Committee's Recommendations to the Federal Communication Commission for Technical and Operational Standards for Use of the 764-776 MHz and 794-806 MHz Public Safety Band Pending Development of Final Rules (Feb. 25, 2000). The NCC Report provided detailed technical information in its Report. A copy of the NCC Report can be obtained via the Internet at <http://www.fcc.gov/wtb/publicsafety/ncc.html>, or from International Transcription Services, Inc., 1231 - 20th Street, N.W., Washington, DC 20036, (202) 857-3800, TTY (202) 293-8810, or faxing ITS at (202) 857-3805.

the Interoperability channels, with migration to 6.25 kHz in the General Use channels could allow competition to develop in the 6.25 kHz technology without causing significant delay in deployment or sacrificing interoperability. Thus, he said the FCC needs to address the following critical questions: (1) How would the FCC require 6.25 kHz deployment, *i.e.*, through type-acceptance? Through requiring all new radio systems to include 6.25 kHz capability by a date certain?, Through requiring all equipment be replaced with 6.25 kHz technology by a date-certain? A combination of the above? (b) What kind of time-frame should the FCC apply for the migration? The *Fourth NPRM* asked if a ten-year migration path was appropriate; alternatively, should the migration path be tied to the DTV transition and 700 MHz band clearing? (c) Should the transition to 6.25 kHz be phased in so public safety agencies in major metropolitan areas are first to deploy the 6.25 kHz technology? Should the FCC waive the requirement for the nation's smaller communities? Mr. Krinsky said these are just some issues needed to be examined in grappling with the narrowband digital standard, and the FCC welcomes the NCC's thoughts and ideas as the FCC works towards resolution.

Mr. Krinsky responded to questions and comments from, collectively Larry Miller, American Association of State Highway and Transportation Officials (inquiring whether the General Use spectrum would be used with 6.25 kHz channel bandwidth or 12.5 kHz), Glen Nash, State of California (recited his understanding that treaties with Mexico do not allow use of the public safety spectrum near the Mexican-U.S. border; and he encouraged the FCC to arrange treaties or letters of understanding with Mexico for such use), John Powell (saying Public Safety spectrum still needs spectrum above 3 GHz, efficiencies are obtained from wider, not narrower, bandwidth, and requesting FCC understanding that, technologies taking wider bandwidth are not necessarily desirable for many small public safety agencies which only need a couple of voice paths), Dave Buchanan, Chairman of the Southern California Regional Planning Committee for 700 MHz (concurring with Mr. Powell and requesting that the reserve spectrum be freed for wideband data channels), Marilyn Ward, NPSTC (emphasizing that use of a common database to be funded by the National Institute of Justice is supported by the four frequency coordinators and, thus, the FCC should mandate such use), and Ted Dempsey (inviting the FCC to see firsthand NYPD usage of radio spectrum.)

**Interoperability Subcommittee Report.** Sgt. John Powell, Chair, advised that substantial progress had been made by the Subcommittee in the previous day's meeting. He said that, based on yesterday's meeting, a draft document (which includes one revision inserted this morning) was adopted without dissent. It contains five recommendations surrounding the Incident Command System ("ICS"). He said the recommendations will be given as part of a package to the Steering Committee at the next meeting; and that the latter recommend to the FCC that the FCC: (1) mandate the use of a standard nomenclature in the use of the ICS, with a standard reference document defining the nomenclature; (2) mandate the use of the standard ICS structure, with a reference document to be provided; (3) mandate the use of plain language whenever the ICS is implemented above the Priority Four level; (4) either mandate or implement (Sgt. Powell was unsure if "mandate" would be recommended) the use of a communications leader whenever an incident becomes multi-jurisdictional or requires more than one interoperability channel; and (5) adopt the four priority access protocols the Steering Committee previously recommended and which the FCC in the *Fourth NPRM* appears hesitant to mandate. Sgt. Powell said the second major area of work at yesterday's meeting consisted of house cleaning matters as follows: (1) conforming recommendations with action the FCC took last year regarding adoption of standard channel nomenclature<sup>3</sup> by revising standard nomenclature for the interoperability channels to follow that model and (2) resolving the discrepancy between the interoperability channel plan given to the Steering Committee at its June meeting and the current one proposed by the FCC, by placing a 6.25 guard channel on either side of each interoperability channel. Sgt. Powell also commented on some of the previous

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<sup>3</sup> Replacement of Part 90 by Part 88 to Revise the Private Land Mobile Radio Services and Modify the Policies Governing Them and Examination of Exclusivity and Frequency Assignments Policies of the Private Land Mobile Services, PR Docket No. 92-235, *Third Memorandum Opinion and Order*, FCC 99-138, 14 FCC Rcd 10922 (1999).

day's discussion surrounding the 32 interoperability channels by saying: (a) there are enough of these channels to make some service-specific designations and (b) thus, such designation would not have to be cleared through some command authority for using some of the tactical channels. He said the Subcommittee addressed the direct mode issue, *i.e.* simplex operation. He stated that the bulk of yesterday's Subcommittee discussion concerned recommending a minimum number of interoperability channels that should be mandated by the FCC for inclusion in every subscriber radio, *i.e.*, the minimum number of interoperability channels to be operator accessible (as opposed to technician accessible) on mobiles and portables. It was tentatively concluded that eight channels was an appropriate number. Sgt. Powell also said the Subcommittee recommended that the FCC identify the default standards that are identified in ANSI 102, and the Subcommittee will recommend those six values in its report. He stated there was some discussion on encryption, with a recommendation to be forthcoming that encryption be prohibited on the calling channels but permitted on the interoperability channels, with further discussion to identify the standard. He said the last two items discussed were matters to be included in regional plans, some of which would be defined by the regions and some of which would be defined by users.

In response to Ms. Wallman's question whether the Subcommittee would be submitting specific recommendations today to the Steering Committee, Sgt. Powell responded that he anticipates presenting final documents in advance of the next NCC meeting. Carleton Wells added that, regarding house cleaning issues, some discussion centered on other interoperability documents the Subcommittee submitted previously and such matters are dependent on FCC decisions concerning the *Fourth NPRM*.

**Brief Recess.** A short break was taken from approximately 11:00 a.m. to approximately 11:15 a.m., whereupon Ms. Wallman reconvened the meeting.

**Technology Subcommittee Report.** Glen Nash, Chair, said there was not much discussion at yesterday's Subcommittee meeting, and topics for the Subcommittee are "at a lull." He mentioned that the Subcommittee has submitted recommendations relative to operations on the narrowband channels and at the last meeting, it submitted a recommendation relative to receiver standards on the interoperability channels and for encryption standards that were forwarded to the Steering Committee as a formal recommendation. As to the encryption standard recommendation, he said very recent information surfaced suggesting that the Steering Committee might want to table that recommendation while the Subcommittee investigates a new, updated standard that the Federal Government is working on and which might be more appropriate for the NCC to recommend rather than the earlier-recommended DES standard. Mr. Nash said yesterday's main discussions centered on receiver standards on the General Use channels and concerns relative to frequency planning and frequency usage on those channels. He mentioned that an appropriate working group had been formed to address that subject and that he expects its report at the January meeting. He reported that progress was being made in TIA's development of a wideband data standard, and, that at TIA's August meeting, Motorola recommended a possible technology, "SAM." He continued by stating that there might be other alternative protocols used on the wideband channels; and thus, based on the nature of the standards-setting process, TIA's work would not be finished by February. Consequently, he said it might be necessary for the Steering Committee to recommend that the FCC revisit that issue in the future.

**Implementation Subcommittee Report.** Lt. Edward Dempsey, Chair, presented to the Steering Committee for its review and consideration four completed documents: (1) a draft outline for "764-776/794-806 National/Regional Plans"; (2) draft "Guidelines for 764-776/794-806 Regional Planning Committees"; (3) a draft "Appendices Section"; and (4) Report on Capital Funding Mechanisms for Public Safety Communications" (Appendix L). (Copies also were available for all attendees.) He said the Subcommittee still was waiting for some input from the other two Subcommittees for insertion into the documents and those areas have been noted in the documents. Additionally, Lt. Dempsey said one other document, consisting of an executive summary of all Implementation Subcommittee recommendations has been posted on the list server and will be presented to the Steering Committee at

the January meeting. He mentioned there are several items that didn't fit into any of the documents, such as flexibility of the plans, modification to the plans, and other recommendations that should be forwarded to the FCC. He stated his belief that the Subcommittee will meet all of its deliverables by January, and he thanked the members of the Subcommittee for its work to date.

**Public Participation/Discussion.** Harlin McEwen spoke about an appropriate encryption standard for the 700 MHz Public Safety band. He said that, in his former position at the FBI in the Criminal Justice Information Services Division, the Advisory Policy Board recommended a standard for minimum protection of information that is law-enforcement sensitive. He further said the National Institute of Standards and Technology released their advanced encryption standard, AES, and that it selected Rijndael as the proposed new government encryption standard, which, supposedly, will have increased protection and will be much faster in transmission than the old DES and Triple DES-type standard. Thus, Mr. McEwen believed the NCC should obtain advice from manufacturers whether both DES or Triple DES-type encryption and the new Rijndael standard could be incorporated into a 700 MHz radio for interoperability. Glen Nash expressed concern whether or not the Project 25 standard will support AES at this point or whether implementing AES might require re-doing the Project 25 standard that has been forwarded as the recommended interoperability standard. John Powell, on behalf of the Interoperability Subcommittee, said that an encryption standard needs to be resolved for interoperability channels and that task-force type operations require hardware and software having encryption in a standardized format.

Harlin McEwen thereupon announced that, at the request of the Chair, he would be Acting Chair of the instant NCC meeting because the Chair had left the room.

Glen Nash said manufacturers need to have the encryption issue settled to move forward with developing products and, thus, until there is a firm recommendation regarding the encryption issue, another stumbling block will be present in moving the process forward. Mr. McEwen said Rick Murphy has promised to give assistance from the Federal perspective, and also that manufacturers Com-Net Ericsson and Motorola have promised help in this matter.

Ernest Hoffmeister, Com-Net Ericsson, expressed concern about impressions being formed concerning compatibility of different technologies next to each other in these different channels. He said current FCC rules specify allowable interference that's coupled from a transmitter into adjacent channels and, thus, based on these rules, there is no cause for concern. John Powell said it is known that some technologies have the potential to impact each other and that it is important as a user to know the type of system that will be used (*e.g.*, whether digital system "A" might or might not interfere with digital system "B"). Mr. Hoffmeister said he knows an understanding of systems and compatibility are required but that it is important that the rules allow technology flexibility. Mr. Nash said he hoped the existing rules were adequate to cover the coordination of various systems using different technologies but that there is concern from the regional planning process standpoint that there will be limitations in coordinating systems.

**Future Meeting Dates and Locations.** Michael Wilhelm, NCC Designated Federal Official, reiterated that the next NCC meetings would be in Orlando, Florida on Thursday, January 18 (subcommittee meetings), and Friday, January 19 (General Membership meeting), 2001. Marilyn Ward added that the meetings will be at the Holiday Inn Select, 5750 T.G. Lee Boulevard, Orlando, Florida (near the airport), telephone number (407) 851-6400. Ms. Ward also provided her own telephone number (407-836-9118) for questions or assistance. (Editor's note: information on the Orlando meetings is available on the "Meetings" page of the NCC web site, [http://www.fcc.gov/wtb/publicsafety/ncc/ncc\\_mi.html](http://www.fcc.gov/wtb/publicsafety/ncc/ncc_mi.html)). After Mr. Wilhelm suggested various NCC meeting dates in March at FCC headquarters in Washington, DC, consensus established either March 8 and 9, 2001, or March 22 and 23, 2001 (depending on availability of the Commission Meeting Room). (Editor's note: subsequently, the dates for the March meeting were

specified as March 22 and 23, 2001. Additional information on the March meeting will be posted to the NCC web site, <http://www.fcc.gov/wtb/publicsafety/ncc/>.

**Closing Remarks.** There being no further business, Mr. McEwen said the Steering Committee has been observing the work of the Subcommittees and, on behalf of the Steering Committee, he thanked them for their work. He said he was impressed with the technical expertise of the Subcommittees and the good recommendations they have made to the Steering Committee, and he expressed appreciation for their participation as well as that of others who participate on the list servers.

(Whereupon the meeting was adjourned at approximately 11:40 a.m., Thursday, November 2, 2000.)

Prepared by: Bert Weintraub  
Attorney Advisor  
Public Safety & Private Wireless Division  
Wireless Telecommunications Bureau  
Federal Communications Commission

Certified as to accuracy:

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Kathleen Wallman

Date: \_\_\_\_\_

## **NCC ATTENDANCE ROSTER FOR NOVEMBER 02, 2000**

<i>Last Name</i>	<i>First Name</i>	<i>Meeting Date</i>
Allen	Richard	November 02, 2000
Ashley	Don	November 02, 2000
Brown	Michael	November 02, 2000
Buchanan	David	November 02, 2000
Caldwell	Alan	November 02, 2000
Carter	Renae	November 02, 2000
Cohen	Stanley	November 02, 2000
Coltri	Norman	November 02, 2000
Corbett	Mike	November 02, 2000
DeMello	Richard	November 02, 2000
Dempsey	Edward	November 02, 2000
Descoteaux	Celeste	November 02, 2000
Eierman	David	November 02, 2000
Ensminger	Robert	November 02, 2000
Fitzsimon	Leo	November 02, 2000
Frye	Richard	November 02, 2000
Gallelli	Joe	November 02, 2000
Gillory	Ronald	November 02, 2000
Gurss	Robert	November 02, 2000

*Monday, November 20, 2000*

*Page 1 of 3*

<i>Last Name</i>	<i>First Name</i>	<i>Meeting Date</i>
Hammill	Jim	November 02, 2000
Haraseth	Ron	November 02, 2000
Hoffman	Charles	November 02, 2000
Hofmeister Dr.	Ernest	November 02, 2000
Jansson	Neil R.	November 02, 2000
Kain, PE	Carl	November 02, 2000
Leland	Wayne	November 02, 2000
Loewenstein	Timothy	November 02, 2000
Maguire	Tim	November 02, 2000
Marshall	Ross	November 02, 2000
Mayworm	Ronald	November 02, 2000
McEwen	Harlin	November 02, 2000
McGahey	Gene	November 02, 2000
Miller	Larry	November 02, 2000
Nash	Glen	November 02, 2000
Nunno	Richard	November 02, 2000
Patrick	Gary	November 02, 2000
Pfohl	Don	November 02, 2000
Pickeral, J.D.	David	November 02, 2000

*Monday, November 20, 2000*

*Page 2 of 3*

<i>Last Name</i>	<i>First Name</i>	<i>Meeting Date</i>
Poltronieri	Jeanine	November 02, 2000
Powell	John	November 02, 2000
Rinehart	Bette	November 02, 2000
Roy	Adam	November 02, 2000
Salb	Brian	November 02, 2000
Schlieman	Robert F.	November 02, 2000
Smith	Raymond R.	November 02, 2000
Speidel Esq.	Robert	November 02, 2000
Tolman	Tom	November 02, 2000
Vogel	Emil	November 02, 2000
Ward	Marilyn	November 02, 2000
Wells	Carlton	November 02, 2000
Yesko	Patricia	November 02, 2000

**Total for Attendance Roster: 51**