

TESTIMONY OF
MAJOR GENERAL ARTHUR J. LOGAN
HAWAII ADJUTANT GENERAL
STATE OF HAWAII

To

THE SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION'S
SUBCOMMITTEE ON COMMUNICATIONS, TECHNOLOGY, INNOVATION AND THE
INTERNET

June 21, 2016

Chairman Wicker and Ranking Member Schatz, and all Members of the Senate Commerce Committee subcommittee on Communications, Technology, Innovation and the Internet, I would like to thank you for the opportunity to appear before this subcommittee to provide the perspective of the State of Hawaii with regard to the progress of FirstNet.

I am Major General Arthur J. Logan, Adjutant General for the State of Hawaii. Governor Ige appointed me as the State Point of Contact (SPOC) for FirstNet, a designation I have held since January 2015. I am also the Director of Emergency Management, and the Homeland Security Advisor to the Governor, and if that isn't enough, I also oversee the Hawaii Army and Air National Guard. From those perspectives, and my twenty years of Law Enforcement experience, I want share with members of this committee the importance of a Nationwide Public Safety Broadband Network (NPSBN), also referred to as FirstNet.

Background: At the time I was appointed Adjutant General in January 2015, Hawaii's team was already engaged in preparing for the potential deployment of FirstNet in Hawaii. Much of that effort was focused on education and outreach to public safety and public policy stakeholders, as well as working toward establishing a governance model to strengthen Hawaii's current public safety communications infrastructure. My first year and one-half on the job involved briefings from key staff in Hawaii, meetings with FirstNet leadership, attendance at the bi-annual FirstNet SPOC meetings and leading state efforts to develop key public safety communications plans.

Provided below is a brief summary of activities in Hawaii to engage stakeholders:

1. **Hawaii Sponsored FirstNet Forum for Non-Contiguous States and Territories in July 2014.** Hawaii had the foresight to anticipate that the needs and concerns of the non-contiguous states (HI and AK) and territories (GU, AS, CNMI, PR, and VI) were different than those of sister states on the mainland. To that end, in 2014, Hawaii sponsored the first ever meeting of the non-contiguous states and territories in the county of Kaua'i: "Bodies of Water/Bodies of Land: The NPSBN Challenge". Attendees included policy makers in government and public safety and communications subject matter experts from Hawaii and Alaska and from the territories of the U.S. Virgin Islands, Puerto Rico, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands. FirstNet leadership and leadership

- of the Department of Homeland Security Office of Emergency Communications (DHS/OEC) walked participants through the evolution of technologies used in public safety communications, from the current standard of land mobile radios to the future of public safety broadband. FirstNet heard directly from these jurisdictions and actively participated in dialogue with leadership as to the challenges.
2. **Governor Ige Sponsored an Executive level FirstNet briefing to his new cabinet appointees in July 2015.** As the newly elected Governor, Governor Ige felt it important to have key cabinet directors understand FirstNet and its importance to public safety. FirstNet CEO TJ Kennedy and the Director of Government Affairs, Ed Parkinson, flew to Hawaii and made a presentation to the Cabinet to help bring these new leaders up to date on the concept of FirstNet, and how it may add value to public safety in Hawaii.
 3. **FirstNet State Consultation Meeting, August 2015.** FirstNet brought its technical and state plan staff to Hawaii for the day and one-half meeting with Hawaii stakeholders. While FirstNet updated the attendees as to the progress of the project, Hawaii stakeholders (over 90 from the counties, state agencies, federal partners), also had the opportunity to inform FirstNet directly about the challenges in public safety communications that arise in Hawaii. Over the time of the meeting, there was active participation by the community and good questions were generated. It was said that “it’s the first meeting I’ve been to in Hawaii where people stayed for the whole time!”
 4. **Programmatic Environmental Impact Statement (PEIS).** The FirstNet Environmental team prepared a PEIS report and held a public meeting in O‘ahu to share findings with the public. The Report was sent for public comment as well.
 5. **Data submissions.** We have worked with our state and county public safety community throughout Hawaii to supply FirstNet with a great deal of data regarding the specific communications needs of public safety throughout the State. FirstNet will use this data in putting together the State Plan for Hawaii.

OPPORTUNITIES CREATED:

Governance: Good governance means support of innovation. As we stand up strong governance for our current environment, the foundation is laid for governance of FirstNet in Hawaii. Hawaii formed the Statewide Interoperable Communications Executive Board (SIEB); the focus of which is specifically public safety interoperable communications. We look to build upon its charter to include planning for FirstNet and considering Cyber challenges.

Focus on Public Safety Communications: Hawaii is focusing now, more than ever, on public safety communications. FirstNet precipitated that discussion.

National Governors Association (NGA) Policy Academy on Public Safety Interoperable Communications: As one of five states selected to participate in the NGA Policy Academy, sponsored in collaboration with DHS/OEC, the Governor tasked me to further develop a Governance entity that will drive the success of our public safety communications operations, both in our current environment of land mobile radios and into the future with FirstNet/public safety broadband.

Federal Communications Commission (FCC): Working on FirstNet has opened the door to opportunities to better understand the role of this regulatory body in all aspects of our communications environment.

State E911 Board: My office is forging a collaborative relationship with the State E911 Board to look at synergies among stakeholders.

Statewide Communications Interoperability Plan (SCIP) and SCIP meetings: Stakeholder driven meetings to discuss, in the context of the big picture of homeland security, how our communications system(s) are working, where are the gaps, what are the strengths--all of these are elements of planning for FirstNet.

The Governor and State role in FirstNet

These and similar efforts around the country assist FirstNet in the development of State Plans. Once an individual state plan is developed by FirstNet and presented to a state, the governor has the critical role of accepting the FirstNet plan for network coverage within the state—known as “opt-in”—or deciding to seek approval and funding for construction of an alternative radio access network (RAN) —known as “opt-out.”

Opt-in/opt-out: There is no decision nor a basis for the decision at this time. Hawaii will work with FirstNet in the development of the State plan as long as the dollars are available to support staff. The State intends to continue collaborating with other states now issuing requests for information; we believe such information will help Hawaii develop its own business plan and more fully inform our review of a proposed state plan.

Funding: There is not enough money available to perform due diligence on the Hawaii State Plan that will be provided by FirstNet. Hawaii’s federal grant dollars for FirstNet will likely be exhausted before receipt of the draft state plan expected in the first or second quarter of 2017. The federal formula for allocating money to the states consistently understates the cost of travel for stakeholders in Hawaii where counties are separated by water, the cost to attend meetings on the mainland is exorbitant, and there is a lack of full time resources to perform the type of work needed to prepare an informed recommendation to the Governor with regard to a decision to “opt-in” or “opt-out.” We want to ensure that the Plan provides the necessary coverage in all areas of the state, including rural and high risk areas, such as tourist locations and port facilities. Thus, Hawaii believes FirstNet should make available additional funding for the state so we can properly evaluate our state plan before its presentation to the governor for a decision. Such funding will allow for a truly collaborative effort in the design of the state plan to best serve our public safety stakeholders.

Issues Specific to Hawaii

Relevant Information Meetings are not held in Hawaii: Hawaii is a remote and beautiful archipelago in the middle of the Pacific Ocean with its some 1.2 million inhabitants. Holding relevant national meetings in the state, which would help educate our constituents, is frowned upon. It is often said: “we can’t meet there; it’s the optics.” On the other side, there is inadequate funding to send our stakeholders to the types of meetings that will help increase their skills and knowledge. This may present a challenge to deployment of FirstNet.

Geographical Diversity. Hawaii has urged FirstNet to consider the isolated nature, diverse geography and unique characteristics of the State in designing a solution to meet the public safety broadband requirements. Hawaii is the most isolated population center on the face of the earth with almost 2,400 hundred miles of ocean separating Hawaii from the west coast of the continental United States.

The Hawaiian Archipelago consists of scattered points of land stretching over 1,600 miles, making communications extremely important and difficult. As a chain of islands, Hawaii does not have an adjoining state to share support and coverage.

Hawaii has four counties that encompass the eight named islands. The State Capital and largest city is Honolulu, located on the island of Oahu. The consolidated City and County of Honolulu includes an urban area on Oahu with a population of approximately one million. Although Honolulu is a densely populated urban center, there are many rural areas of low population throughout the State. Such areas have critical public safety needs that require the same access to FirstNet.

Tourism: Tourist population impacts state services. Each day, on average, the State entertains some 300,000 tourists from all over the world. Many enjoy the natural beauty of Hawaii by visiting beaches, mountains, hiking trails and remote areas throughout the state. Accidents, medical incidents, and other public safety emergencies involving tourists are inevitable and must be dealt with effectively by public safety responders.

Military: Hawaii also houses approximately 70,000 military personnel from all branches of the Armed Forces stationed at bases throughout the State. Protection of Hawaii's Critical Infrastructure Sectors, including the Hawaii's port facilities is essential as some 80% of all Hawaii's goods and commodities flow through our harbors.

Weather: According to the National Oceanic and Atmospheric Administration ("NOAA"), Hawaii is the state at greatest risk from hurricane, tsunami, severe flooding, high surf, and volcanic activity. Many of our inhabitants live in remote areas where communications and response will be extremely difficult.

Hawaii public safety responders include the whole community. In an emergency, first and secondary responders, such as utilities and non-governmental organizations, are a crucial part of the communications community. This is a consideration we will look for in the FirstNet State Plan.

Conclusion:

As the State Point of Contact for Hawaii, I am grateful to the Committee for the opportunity to share the Hawaii perspective with regard to FirstNet. We will continue to work toward educating our stakeholders and reinforcing our current public safety communications infrastructure to prepare to be a part of the first Nationwide Public Safety Broadband Network, also known as FirstNet. We are pleased to have a good team in Hawaii dedicated to the best interests of our community.