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DEC 27 1994

BEFORE THE  
FEDERAL COMMUNICATIONS COMMISSION

WASHINGTON, DC 20554

FEDERAL COMMUNICATIONS COMMISSION  
OFFICE OF THE SECRETARY

In the matter of	)	
	)	
Revision of Part 22 of the	)	CC Docket No. 92-115
Commission's Rules Governing the	)	
Public Mobile Services	)	
	)	
Amendment of Part 22 of the	)	
Commission's Rules to Delete	)	
Section 22.119 and Permit the	)	CC Docket No. 94-46
Concurrent Use of Transmitters	)	RM-8367
in Common Carrier and Non-Common	)	
Carrier Service	)	
	)	
Amendment of Part 22 of the	)	
Commission's Rules Pertaining to	)	
Power Limits for Paging Stations	)	CC Docket No. 93-116
Operating in the 931 MHz Band in	)	
the Public Land Mobile Service	)	

To: The Commission

OPPOSITION TO MOTION FOR STAY

1. The Cellular Telecommunications Industry Association ("CTIA") submits this Opposition to the Motion for Stay of the January 1, 1995, effective date of amendments made to Commission Rule 22.919, 47 C.F.R. § 22.919, in the Report and Order in this proceeding, \_\_ FCC Rcd \_\_\_\_, 76 RR 2d (P&F) 1 (1994).<sup>1</sup> TIA has failed to demonstrate that its request meets the standard for granting a stay as described in Virginia Petroleum Jobbers Association v. F.P.C., 259 F.2d 921 (D.C. Cir. 1958), and Washington Metropolitan Area Transit Commission v. Holiday Tours,

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<sup>1</sup>CTIA is a trade association whose members provide commercial mobile services, including over 95 percent of the licensees providing cellular service to the United States, Canada, Mexico and the nation's largest providers of ESMR service.

Inc., 559 F.2d 841 (D.C. Cir. 1977). Specifically, TIA has failed to demonstrate that it is likely to prevail on the merits of its pending reconsideration request and that it will be irreparably injured if the rule takes effect as scheduled. Furthermore, cellular service providers and their customers, as well as the public at large, will suffer substantial harm if the stay is issued.

I. **Background**

2. In 1992, the Commission initiated a proceeding designed to review and revise Part 22 of its Rules.<sup>2</sup> One proposal concerned the accessibility of the Electronic Serial Numbers (ESNs) of mobile units. The Commission proposed specific anti-fraud design specifications aimed at ensuring that attempts to tamper with the ESN would render the device inoperative. After analyzing the sixty-one comments and reply comments filed by equipment manufacturers, cellular service providers and other interested parties--but not TIA--in response to the Notice, on August 2, 1994, the Commission subsequently adopted a rule requiring, inter alia, that the ESN must be programmed into the equipment at the factory and that the ESN not be alterable, removable, or in any way able to be manipulated in the field.<sup>3</sup>

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<sup>2</sup>See Revision of Part 22 of the Commission's Rules Governing the Public Mobile Services, 7 FCC Rcd 3658 (1992) ("Notice").

<sup>3</sup>The text of the Report and Order was released on September 9, 1994, and published in the Federal Register over two months later. See 59 Fed. Reg. 59502 (November 17, 1994).

3. On December 19, 1994, TIA filed a Petition for Clarification and Reconsideration ("Petition for Reconsideration") and a Motion for Stay of new Rule 22.919(c).<sup>4</sup> That provision was amended to remove the term "readily alterable" from the old ESN protective language and replace it with the requirement that ESNs "must be factory set and must not be alterable, removable or otherwise able to be manipulated." TIA's Petition for Reconsideration requests that manufacturers' authorized field agents be permitted to transfer ESNs in connection with the service and service upgrade of equipment that receives type acceptance approval after January 1, 1995, and that the Commission adopt an alternate, industry-developed methodology as a means of combatting cellular fraud in lieu of ESN protections. In its Motion for Stay, TIA requests that the Commission stay Rule 22.919(c) until the resolution of the Petition for Reconsideration.

## **II. TIA Fails to Justify a Stay of Rule 22.919**

4. In order to support a request for stay, petitioners must demonstrate (1) that they are likely to prevail on the merits; (2) that they will suffer irreparable harm if a stay is not granted; (3) that other interested parties will not be harmed if the stay is granted; and (4) that the public interest favors grant of a stay.<sup>5</sup> TIA has failed to satisfy any of the four prongs of this test.

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<sup>4</sup>While TIA's Motion for Stay is timely filed pursuant to the Commission's rules, it is surprising that TIA would wait to file this pleading at the last possible moment--less than two weeks before the effective date of the new rules, particularly when that time period includes the Christmas and New Year's holidays.

<sup>5</sup>See Holiday Tours and Virginia Petroleum, supra.

5. First, TIA fails to demonstrate that it is likely to prevail on the merits. The Petition for Reconsideration offers no specific examples of factual or legal error of such magnitude that the Commission would be required to reverse the decision it reached in the Report and Order. Rather, TIA--who apparently chose not to respond to the Notice in this proceeding--merely reargues the policy underlying the Commission's decision, neglecting the fact that the Commission reached its decision after examining the extensive record in this proceeding.<sup>6</sup> Indeed, the Commission specifically considered and declined to adopt recommendations from equipment manufacturers that the proposal be modified to permit alteration of ESNs by local service centers.<sup>7</sup> The mere fact that TIA disagrees with the Commission's decision does not constitute a likelihood that it will prevail on the merits.<sup>8</sup>

6. Second, TIA fails to demonstrate that its members will face irreparable harm if the stay is granted. TIA attempts to argue that the costs that manufacturers and consumers will incur in complying with the new Rule 22.919 constitute irreparable harm. It also argues that consumers will be inconvenienced by having to return faulty telephones to manufacturers for any changes in ESNs,

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<sup>6</sup>The Commission specifically acknowledged that proposed Rule 22.919 received "substantial attention from the commenters." Report and Order at A-41.

<sup>7</sup>See Report and Order at ¶s 56, 61.

<sup>8</sup>The adoption of industry-developed authentication standards, as suggested by TIA in its Petition for Reconsideration, would not serve as a substitute for ESN protection, but would instead constitute an additional level of protection against fraud. See the attached Affidavit of Thomas McClure at ¶ 10.

and that the cost of shipping telephones to manufacturers, coupled with the associated inconvenience, will lead consumers to purchase new telephones rather than wait for repairs on present equipment.

7. TIA's claims of irreparable harm must be regarded as speculative, as TIA offers no evidence as to how it calculates the financial costs of compliance or the likelihood that angry consumers will dispose of expensive equipment rather than pay a shipping charge in conjunction with a repair bill. Speculation as to costs and the behavior of customers does not constitute a concrete showing of irreparable harm, as required for a stay.<sup>9</sup> Furthermore, even if TIA offered specific evidence of costs associated with compliance, the Commission has stated that economic loss does not, in and of itself, constitute irreparable harm.<sup>10</sup>

8. TIA's worst-case speculation that Rule 22.919 will add to repair costs and increase customer inconvenience is unfounded. Adoption of the new rule will not add to repair costs or inconvenience customers beyond the simple requirement that repair centers will need to contact the serving cellular carrier to re-

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<sup>9</sup>See Implementation of Sections of the Cable Television Consumer Protection and Competition Act of 1992, 8 FCC Rcd 5585, 5586 (1993), citing Reynolds Metals Co. v. F.E.R.C., 758 F.2d 669, 673-74 (D.C. Cir. 1985, per curiam); Holiday Tours and Petroleum Jobbers.

<sup>10</sup>See Policies and Rules Concerning Local Exchange Carrier Validation and Billing Information for Joint Use Calling Cards, 8 FCC Rcd 6393, 6394 (1993), citing Wisconsin Gas Co. v. F.E.R.C., 758 F.2d 669, 674 (D.C. Cir. 1985).

activate the telephone with a new ESN/mobile information number (MIN) combination.<sup>11</sup>

9. Third, TIA wrongly states that staying the effective date of Rule 22.919 will have no adverse effect on interested parties. Any delay in the effective date of the rule will delay the benefits that the rule will provide to providers of mobile telephone services and their customers. Attached to this Opposition is an affidavit from Thomas McClure, the Chairman of the Cellular Industry Fraud Task Force, in which he describes the costs of fraud. The fraudulent use of cellular telephones costs the industry approximately one million dollars every day.<sup>12</sup> These losses are ultimately passed through to all cellular telephone users in the form of higher service charges, and to the general public in the form of lower tax revenues to federal and state governments. Furthermore, the software used to reprogram cellular phones has been stolen and is available over the Internet and in cellular publications.<sup>13</sup> While ESN protections will not prevent

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<sup>11</sup>Under the current rules, service centers commonly repair cellular telephones by simply "swapping" the defective circuit board containing the ESN (as well as the phone's operating hardware and firmware) with a new board while the customer waits. Once Rule 22.919 becomes effective, service centers will still be able to "swap" circuit boards while the customer waits. The only difference is the new rule's requirement that the replacement circuit board must contain a factory-set ESN, not a blank ESN that permits any ESN to be transferred to it. Nothing in the new rule will prevent manufacturers from updating a cellular telephone's software and features. The only cost or inconvenience associated with the new rule is the need to contact the customer's cellular carrier to update the ESN/MIN information.

<sup>12</sup>Affidavit of Mr. McClure at ¶4.

<sup>13</sup>Affidavit of Mr. McClure at ¶ 6.

all fraud, the rule directly addresses "cloning" fraud, and as such, the rule is needed immediately. Any delay in the manufacture and distribution of new cellular equipment with ESN protections will serve only to increase the number of units on the market that can fall prey to fraudulent use.

10. Finally, despite TIA's claims, the public interest would be disserved by adoption of the stay. Aside from the costs of fraud incurred by cellular telephone subscribers, the general public is at risk from criminal activity associated with the "cloning" of ESNs. As Mr. McClure describes in the attached affidavit, "cloned" phones have been used to conduct criminal activity such as narcotic and drug trafficking.<sup>14</sup> "Cloning" can be greatly reduced through the use of tamper-resistant ESNs as required by Rule 22.919. Furthermore, the rule will assist federal prosecutors in prosecuting "cloning" fraud cases under 18 U.S.C. § 1029, the "Counterfeit Access Device" statute, because it makes clear that there is no authorized reason to alter or transfer an ESN.

### **III. Conclusion**

11. The Commission has carefully weighed the public interest in deciding how best to reduce the fraudulent use of cellular equipment, and that calculus resulted in the rules adopted in this proceeding, and TIA has offered no justification for staying those rules. Therefore, for the reasons described above, CTIA

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<sup>14</sup>Affidavit of Mr. McClure at ¶ 7.

respectfully requests that the Commission deny the Motion for Stay  
filed by TIA.

Respectfully submitted,



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Michael F. Altschul  
Vice President, General Counsel

CELLULAR TELECOMMUNICATIONS  
INDUSTRY ASSOCIATION  
1250 Connecticut Avenue, N.W.  
Suite 200  
Washington, D.C. 20036

Gerald A. Connell  
Michael C. Ruger  
BAKER & HOSTETLER  
1050 Connecticut Avenue, N.W.  
Suite 1100  
Washington, D.C. 20036

Of Counsel

December 27, 1994

### **Affidavit of Thomas W. McClure**

1. My name is Thomas W. McClure. I am the Director for Fraud Management at the Cellular Telecommunications Industry Association (CTIA), 1250 Connecticut Avenue, N.W. , Washington, D.C. 20036.

2. Prior to joining CTIA in December of 1993, I spent 27 years in government service -- the last 20 years as a United States Postal Inspector involved in federal law enforcement investigations.

3. In April, 1993, I was appointed Chairman of the Cellular Industry Fraud Task Force (FTF). The FTF was established in 1992 in response to the increase in cellular fraud. The FTF was established to facilitate a coordinated, comprehensive effort by cellular carriers to detect, manage, and prevent technical and non-technical attacks on the cellular system.

4. Over the past twelve months I have personally met with cellular carriers and law enforcement agents from all across the United States to discuss the cellular industry's fraud problems. The industry's fraud losses have grown from a \$100,000,000 problem in 1991 to more than \$365,000,000 in 1994. Although these fraud losses are not charged directly to the cellular subscriber whose phone was cloned, the cost of fraud is passed on indirectly through increased air time rates. Additionally, fraud results in lower tax revenues to Federal and State governments.

5. The cellular industry relies on Electronic Serial Numbers (ESNs) Mobile Identification Numbers (MINs) to validate its legitimate customers. Cellular fraud requires both the ability to obtain valid ESN/MIN pairs and the

ability to replace original factory-set ESN with the cloned ESN. Once stolen ESN/MIN pairs are entered into cellular phones, the cloned telephone is able to unlawfully access and obtain cellular service. Cloning also allows those individuals involved in criminal activity to become somewhat invisible to detection by law enforcement agencies. This criminal activity undermines the basic fabric of our society.

6. Stolen ESN/MIN pairs are programmed into cellular telephones through the use of electronic software that allows for the reprogramming of cellular phones. The software utilized by these bandits has been published on the Internet and is sold through numerous cellular publications. This software exploits the weakness in cellular phone design associated with the ESN transfer feature.

7. At the federal level, the investigation and prosecution of Cellular fraud is conducted under 18 USC 1029, the "Counterfeit Access Device" statute. Over the past twelve months I have met and personally spoken with the United States Secret Service about cellular cloning. These agents have advised me that the ESN transfer software has been used by cellular thieves to "clone" cellular telephones. The Secret Service has seized cellular telephones that have been cloned by compromising the transfer software, and has linked these phones to the conduct of criminal activity such as narcotic and gun trafficking.

8. On October 25, 1994, the President signed into law the Telephony Bill which enhanced the language of 18 USC 1029 to include references to cellular

phones as "access devices" and specified that the use of such devices and equipment to alter cellular phones was punishable under the statute. This legislation, coupled with the Commission's adoption of Rule 22.919, has provided the tools the industry and law enforcement agencies need to help stem the tide of this crime. The Commission's action reduces the opportunity for the illegal use of ESN transfer software

9. Theft of the ESN/MIN pairs is not enough to clone a phone. It also requires the ability to reprogram the cellular phone with the stolen information. An analogy would be someone walking down the street writing down the Vehicle Identification Number(VIN) from cars. This is not a criminal act. The forging of these numbers onto another vehicle is. Cellular phones that permit ESN's to be transferred in the field contain software that permits criminals to reprogram the phone and use the cloned cellular telephone to harm legitimate customers and/or hide from law enforcement.

10. There is no single answer to cloning. Although authentication appears to be a strong fire wall, history has shown that technological changes instituted by the industry have been penetrated. The tighter control of ESN security is just one of many such fire walls the industry is instituting to combat cellular fraud.

Conclusion

11. The cellular industry's losses attributable to "cloned" phones are rising daily. The requirements established in Rule 22.919 constitute an important weapon to combat this criminal activity. The magnitude of the losses resulting from cellular cloning far outweighs the modest costs and inconvenience Rule 22.919 imposes on the manufacturers and customers.

I declare under penalty of perjury that the foregoing is true and correct.

Signed and sworn to on this the 27th day of December 1994.



Thomas W. McClure

DISTRICT OF COLUMBIA:  
Sworn to and subscribed before me on this 27th day  
of December, 1994.

Toni M. Ali  
Notary Public

My Commission Expires April 14, 1995

CERTIFICATE OF SERVICE

I, Dianna M. Morris, certify that I have this 27 day of December, 1994, caused to be sent by first class U.S. mail, postage prepaid, a copy of the foregoing Opposition to Motion for Stay to the following:

**Chairman Reed Hundt**  
Stop Code 0101  
Federal Communications Commission  
1919 M Street, N.W., Room 814  
Washington, D.C. 20554

**Commissioner Andrew C. Barrett**  
Stop Code 0103  
Federal Communications Commission  
1919 M Street, N.W., Room 826  
Washington, D.C. 20554

**Commissioner Rachelle Chong**  
Stop Code 0105  
Federal Communications Commission  
1919 M Street, N.W., Room 844  
Washington, D.C. 20554

**Commissioner James H. Quello**  
Stop Code 0106  
Federal Communications Commission  
1919 M Street, N.W., Room 802  
Washington, D.C. 20554

**Commissioner Susan Ness**  
Stop Code 0104  
Federal Communications Commission  
1919 M Street, N.W., Room 832  
Washington, D.C. 20554

**John Cimko, Chief**  
Mobile Services Division  
Common Carrier Bureau  
Federal Communications Commission  
1919 M Street, N.W., Room 644  
Washington, DC. 20554

**A. Richard Metzger, Chief**  
Common Carrier Bureau  
Federal Communications Commission  
2025 M Street, N.W., Room 500  
Washington, D.C. 20554

**Regina Keeney, Chief**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, D.C. 20554

**Gerald P. Vaughan**  
Deputy Bureau Chief  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, D.C. 20554

**Stephen Markendorff**  
Commercial Radio Division  
Wireless Telecommunications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, D.C. 20554

**Laurence D. Atlas**  
Associate Chief  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, D.C. 20554

Daniel Python  
Sr. Legal Assistant to Chief  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, D.C. 20554

Richard M. Smith, Chief,  
Office of Engineering and Technology  
Federal Communications Commission  
2025 M Street, N.W.  
Room 7002  
Washington, D.C. 20554

Bruce A. Franca, Deputy Chief  
Office of Engineering and Technology  
Federal Communications Commission  
2025 M Street, N.W.  
Room 7002  
Washington, D.C. 20554

Julius Knapp, Chief  
Authoriation and Evaluation Division  
Office of Engineering & Technology  
7435 Oakland Mills Road  
Columbia, MD 21046

Richard Engelman  
Chief, Technical Standards Branch  
Office of Engineering and Technology  
Federal Communications Commission  
2025 M Street, N.W.  
Room 7002  
Washington, D.C. 20554

John Cimko, Jr.  
Chief, Policy Division  
Wireless Telecommunications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, D.C. 20554

Lawrence M. Miller  
Schwartz, Woods & Miller  
1350 Connecticut Ave., N.W.  
Suite 300  
Washington, D.C. 20036

Jil Abeshouse Stern  
Shaw, Pittman, Potts  
& N Trowbridge  
2300 N Street, N.W.  
Washington, D.C. 20037

David E. Weisman  
Meyer, Faller, Weisman  
and Rosenberg, PC.  
4400 Jenifer Street, N.W.  
Suite 380  
Washington, D.C. 20015

R. Michael Senkowski  
Jeffrey S. Linder  
Wiley, Rein & Fielding  
1776 K Street, N.W.  
Washington, D.C. 20006

Ellen S. Mandell  
Louis Cybulski  
Pepper & Corazzini  
200 Montgomery Building  
1776 K Street, N.W.  
Washington, D.C. 20006

Thomas A. Stroup  
Mark Golden  
Telocator, The Personal  
Communications Industry Association  
Suite 1100  
1019 19th Street, N.W.  
Washington, D.C. 20036

Jeffrey L. Sheldon  
Sean A. Stokes  
Utilities Telecommunications Council  
Suite 1140  
1140 Connecticut Ave., N.W.  
Washington, D.C. 20036

**AirTouch Communications**  
c/o Pamela Riley  
Director Public Policy  
425 Market Street  
Room 3631  
San Francisco, CO 94596

**Airtouch Paging**  
c/o Mark A. Stachiw  
Suite 800  
12221 Merit Drive  
Dallas, TX 75251

**ALLTEL Service Corporation**  
c/o Carolyn C. Hill  
655 15th Street, N.W.  
Suite 220  
Washington, D.C. 20005

**Alpha Express, Inc.**  
c/o Ellen S. Mandell, Esq.  
Pepper & Corazzini, L.L.P.  
200 Montgomery Bldg.  
1776 K Street, N.W., Suite 200  
Washington, D.C. 20006

**Ameritech Mobile Services, Inc.**  
c/o John Gockley, Senior Attorney  
Ameritech Center Bldg.  
2000 West Ameritech Center Dr.  
Location 3H82  
Hoffman Estates, IL 60195-5000

**Bell Atlantic Mobile Systems, Inc.**  
c/o John T. Scott, III  
Charon J. Harris  
Crowell & Moring  
1001 Penn. Ave., N.W.  
Washington, D.C. 20004

**Cellular Telecommunications Industry  
Association**  
c/o Andrea D. Williams, Staff Counsel  
1250 Connecticut Ave., N.W.  
Suite 200  
Washington, D.C. 20036

**Committee for Effective Cellular Rules**  
c/o William J. Franklin  
1919 Pennsylvania Ave., N.W.  
Suite 300  
Washington, D.C. 20006-3404

**GTE Service Corporation**  
c/o Gail L. Polivy and  
Andre J. Lachance  
1850 M Street, N.W.  
Suite 1200  
Washington, D.C. 20036

**McCaw Cellular Communications, Inc.**  
c/o Cathleen A. Massey  
Regulatory Counsel  
1150 Connecticut Ave., N.W.  
4th Floor  
Washington, D.C. 20036

**Metrocall, Inc.**  
c/o Frederick M. Joyce and  
Christine McLaughlin  
Joyce & Jacobs  
2300 M Street, N.W.  
Suite 130  
Washington, D.C. 20037

**New Par**  
c/o Thomas J. Casey  
Richard A. Hindman  
Timothy R. Robinson  
Skadden, Arps, Slate, Meager & Flom  
1440 New York Ave., N.W.  
Washington, D.C. 20005

**Nextel Communications, Inc.**  
c/o Robert S. Foosaner  
Lawrence R. Kreover  
Laura L. Holloway  
800 Connecticut Ave., N.W.  
Suite 1001  
Washington, D.C. 20006

**NYNEX Corporation**  
c/o Jacqueline E. Holmes Nethersole  
Edward R. Wholl  
120 Bloomingdale Road  
White Plains, NY 10605

**Paging Network, Inc.**  
c/o Judith S. Ledger-Roty  
James J. Freeman  
Marnie K. Sarver  
Reed Smith Shaw & McClay

**Southwestern Bell Mobile Systems, Inc.**  
c/o Wayne Watts  
Carol L. Tacker  
Bruce E. Beard  
17330 Preston Road  
Suite 100A  
Dallas, TX 75252

**Personal Communications Industry  
Association**  
c/o Mark J. Golden  
1019 19th Street, N.W.  
Suite 1100  
Washington, D.C. 20036

**Priority Communications, Inc.**  
c/o Ellen S. Mandell  
Pepper & Corazzini, L.L.P.  
200 Montgomery Bldg.  
1776 K Street, N.W.  
Suite 200  
Washington, D.C. 20006

**ProNet, Inc.**  
c/o Jerome K. Blask  
Gurman, Kurtis, Blask & Freedman  
1400 Sixteenth St., N.W.  
Suite 500  
Washington, D.C. 20036

**Rural Cellular Association**  
c/o Stephen G. Kraskin  
Caressa D. Bennet  
Kraskin & Associates  
2120 L Street, N.W., Suite 810  
Washington, D.C. 20037

**Skytel Corporation**  
c/o Thomas Gutierrez  
J. Justin McClure  
Lukas, McGowan, Nace & Gutierrez  
1819 H Street, N.W., Suite 700  
Washington, D.C. 20006

**SMR Systems, Inc.**  
c/o William J. Franklin  
William J. Franklin, Chartered  
1919 Penn. Ave., N.W.  
Suite 300  
Washington, D.C. 20006-3404

**Source One Wireless, Inc.**  
c/o David L. Hill  
Audrey P. Rasmussen  
O'Connor & Hannan  
1919 Penn. Ave., N.W., Suite 800  
Washington, D.C. 20006-3483

**Tri-State Radio Co.**  
c/o Richard S. Becker  
James S. Finerfrock  
Paul G. Madison  
Becker & Madison, Chartered  
1915 Eye Street, N.W.  
8th Floor  
Washington, D.C. 20006

**U S West, Inc.**  
c/o Donald M. Mukai  
Suite 700  
1020 19th Street, N.W.  
Washington, D.C. 20036

**Vanguard Cellular Systems, Inc.**  
c/o Raymond G. Bender, Jr.  
J.G. Harrington  
Dow, Lohnes & Albertson  
1255 23rd Street, N.W., Suite 500  
Washington, D.C. 20037

**Gerald P. Vaughan**  
Deputy Bureau Chief, Operations  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W., Room 5002  
Washington, D.C. 20554

**Stephen Markendorff**  
Commercial Radio Division  
Wireless Telecommunications Bureau  
Federal Communications Commission  
1919 M Street, N.W., Room 644  
Washington, D.C. 20554

**Alltel Mobile**  
Carolyn Hill  
655 15th Street, N.W.  
Suite 220  
Washington, D.C. 20005

**Pacific Bell**  
Nevada Bell  
Lucille, Mates  
140 New Montgomery Street  
Room 1524  
San Francisco, CA 94105

**Pactel Paging**  
Bryan Cave  
Carl Northrop  
700 13th Street, N.W.  
Washington, D.C. 20005

**USTA**  
Anna Lim  
1401 H Street, N.W.  
Suite 600  
Washington, D.C. 20005

**Ericsson Corp.**  
David C. Jatlow  
Young & Jatlow  
2300 N Street, N.W., Suite 600  
Washington, D.C. 20037

**Land Mobile Communications**  
John B. Richards  
Keller & Heckman  
1001 G Street, N.W., Suite 500W  
Washington, D.C. 20001

**Pactel Cellular**  
Michael Mowery  
3 Park Plaza  
P.O. Box 19707  
Irvine, CA 92713

**Claircom Communications**  
Paul S. Pien  
Akin, Gump, Strauss, Hauer & Feld, L.L.P.  
1333 New Hampshire Avenue, N.W.  
Suite 400  
Washington, D.C. 20036

**Federal Communications Bar**  
William J. Franklin  
1919 Pennsylvania Avenue, N.W., Suite 200  
Washington, D.C. 20006

**PacWest Telecom**  
William J. Franklin  
1919 Pennsylvania Avenue, N.W.  
Suite 200  
Washington, D.C. 20006

**Snet Paging**  
Rodney Joyce  
Ginsburg, Feldman & Bress  
1250 Connecticut Avenue, N.W.  
Washington, D.C. 20036

**BellSouth Corp.**  
William Barfield  
1155 Peachtree Street, N.E.  
Suite 1800  
Atlanta, GA 30367

**Radiofone, Inc.**  
Harold Mordkofsky  
Blooston & Mordkofsky  
2120 L Street, N.W.  
Washington, D.C. 20037

Page America Group, Inc.  
James F. Rogers  
Latham & Watkins  
1001 Pennsylvania Avenue, Suite 1300  
Washington, D.C. 20004

Applicants Against Lottery Abuse  
Eliot J. Greenwald  
Fisher, Wayland, Cooper & Leader  
2001 Pennsylvania Avenue, N.W., Suite 400  
Washington, D.C. 20006-1851

Bell Atlantic Companies  
John T. Scott  
Comwell & Moring  
1001 Pennsylvania Avenue, N.W.  
Washington, D.C. 20004

U.S. West NewVector Group  
Leon T. Knaur  
Wilkinson, Barker  
1735 New York Avenue, N.W.,  
Suite 600  
Washington, D.C. 20006

Petroleum Communication  
Arthur Blooston  
Blooston, Mordkofsky  
2120 L Street, N.W.  
Washington, D.C. 20037

International Mobile Machines  
Jack Taylor  
9215 Rancho Drive  
Elk Grove, CA 95624

DiComm Cellular  
Caroline B. Kahl  
Bryan Cave  
700 13th Street, N.W.  
Washington, D.C. 20005

RVC Services, Inc.  
Karis A. Hastings  
Hogan & Hartson  
555 13th Street, N.W.  
Washington, D.C. 20004

Page Prompt USA  
Louise Cybulski  
Pepper & Corazzini  
1776 K Street, N.W., Suite 200  
Washington, D.C. 20006

Utilities Telcomm  
Goffrey L. Sheldon  
1140 Connecticut Avenue, N.W.  
Suite 1140  
Washington, D.C. 20036

Michael Kennedy  
Motorola  
1350 Eye Street, N.W.  
Suite 400  
Washington, D.C. 20005

FCBA Land Mobile Practice Committee  
1722 Eye Street, N.W.  
Suite 300  
Washington, D.C. 20006

Pagemart II, Inc.  
O'Connor & Hanman  
Audrey Rasmussen  
1919 Pennsylvania Avenue, N.W., #800  
Washington, D.C. 20006

Telecomm Systems  
Becker & Madison  
Richard Becker  
1915 Eye Street, N.W., 8th Floor  
Washington, D.C. 20006

CTIA  
1133 21st Street, N.W.  
3rd Floor  
Washington, D.C. 20036

Dan Warren  
Warren Publishing Company  
2115 Ward Court, N.W.  
Washington, D.C. 20037

Antenna Specialist  
30500 Bruce Industrial Parkway  
Cleveland, OH 44139

Arthur Peters  
7020 N.W., 11th Floor  
Gainesville, FL 32605

Centel Cellular  
8725 West Higgins Road  
Suite 330  
Chicago, IL 60631

Du Triel, Lundin & Racle  
Louis R. Du Triel  
1019 19th Street, N.W., 3rd Floor  
Washington, DC 20036

Comp Comm, Inc.  
Dr. George Schrenk  
900 Haddon Avenue  
4th Floor  
Collingswood, NJ 08108

SBA  
Thomas Kerester  
Barry Pineless  
409 3rd Street, S.W.  
Washington, DC 20416

C2 + Technology, Inc.  
Stuart Graydon  
3174 Mobile Highway  
Montgomery, AL 36108

InterDigital Communications  
2200 Renaissance Blvd.  
Suite 105  
King of Prussia, PA 19406

Richard Biby  
Communications Engineering  
6105-G Arlington Blvd.  
Falls Church, VA 22044

Paging Network, Inc.  
c/o Judith S. Ledger-Roty  
James J. Freeman  
Marnie K. Sarver  
Reed Smith Shaw & McClay  
1200 18th Street, N.W.  
Washington, DC 20036

Grier C. Raclin, Esq.  
Gardner, Carton & Douglas  
1301 K Street, N.W.  
Suite 900, East Tower  
Washington, DC 20005

Sally Novak, Acting Chief  
Commercial Radio Division  
Wireless Communications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, DC 20554

John Cimko, Chief  
Policy Division  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, DC 20554

Ann M. Stamper, Esq.  
Gardner, Carton & Douglas  
1301 K Street, N.W.  
Suite 900, East Tower  
Washington, DC 20005

James Caile, Chairman  
Mobile and Personal Communications  
800 Section  
Telecommunications Industry Association  
2500 Wilson Blvd.  
Suite 300  
Arlington, VA 22201

**Bart Gorman**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, DC 20554

**Stephen Markendorff, Chief**  
Legal Branch  
Commercial Radio Division  
Wireless Communications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, DC 20554

**Francis E. Fletcher, Esq.**  
Gardner, Carton & Douglas  
1301 K Street, N.W.  
Suite 900, East Tower  
Washington, DC 20005

**Eric J. Schimmel, Vice President**  
Mobile and Personal Communications  
800 Section  
Telecommunications Industry Association  
2500 Wilson Blvd.  
Suite 300  
Arlington, VA 22201

**David Siehl**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 664  
Washington, DC 20554

**Jay Jackson**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
1919 M Street, N.W.  
Room 664  
Washington, DC 20554

**Regina Keeney, Chief**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, DC 20554

**Laurence Atlas, Associate Bureau Chief**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, DC 20554

**Rosalind Allen, Acting Chief**  
Commercial Radio Division  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5202  
Washington, DC 20554

**Kathleen Ham-O'Brien, Acting Legal**  
Advisor  
Commercial Radio Division  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5202  
Washington, DC 20554

**Michael Wack, Deputy Chief**  
Policy Division  
Federal Communications Commission  
1919 M Street, N.W.  
Room 644  
Washington, DC 20554

**Gerald P. Vaughan, Deputy Chief**  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, DC 20554

Daniel Phythyon, Senior Legal Advisor  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5002  
Washington, DC 20554

David Furth, Deputy Chief, Legal  
Commercial Radio Division  
Wireless Telecommunications Bureau  
Federal Communications Commission  
2025 M Street, N.W.  
Room 5202  
Washington, DC 20554

  
\_\_\_\_\_  
Dianna M. Morris