



January 9, 1995

Via Hand Delivery

**RECEIVED**

**JAN 9 1995**

**FEDERAL COMMUNICATIONS COMMISSION  
OFFICE OF SECRETARY**

**Bruce E. Beard**  
Attorney

Mr. William F. Caton  
Acting Secretary  
Federal Communications Commission  
1919 M Street NW, Room 222  
Washington, DC  
20554

RE: CC Docket No. 94-102; Filing of Comments of SBC  
Communications, Inc.

Dear Mr. Caton,

Enclosed for filing in the above referenced proceeding are the original and twelve copies of the Comments of SBC Communications, Inc. Please file these Comments among the papers in this proceeding.

Please return a file-marked copy of the Comments to our courier.

Thank you for your assistance.

Bruce E. Beard

Enclosure

No. of Copies rec'd 0712  
L21A B C D E

Before the  
FEDERAL COMMUNICATIONS COMMISSION  
Washington, D. C. 20554

RECEIVED

JAN 9 1995

FEDERAL COMMUNICATIONS COMMISSION  
OFFICE OF SECRETARY

In the Matter of §  
§ CC Docket No. 94-102  
Revision of the Commission's rules §  
to ensure compatibility with § RM-8143  
enhanced 911 emergency calling systems §

To: The Commission

COMMENTS OF  
SBC COMMUNICATIONS, INC.

DOCKET FILE COPY ORIGINAL

SBC COMMUNICATIONS, INC.

James D. Ellis  
Sr. Executive Vice President &  
General Counsel  
Mary Marks  
Attorney  
175 E. Houston, Suite 1306  
San Antonio, TX 78205  
(210) 351-3478

SOUTHWESTERN BELL MOBILE SYSTEMS, INC.

Wayne Watts  
Vice President and General Attorney  
Bruce E. Beard  
Attorney  
17330 Preston Rd  
Suite 100A  
Dallas, TX 75252  
(214) 733-2000

Dated: January 9, 1995

/  
**TABLE OF  
CONTENTS**

TABLE OF CONTENTS

	Page
SUMMARY . . . . .	ii
I. COMPATIBILITY OF WIRELESS SERVICES WITH ENHANCED 911 . . . . .	
A. Any Requirements Adopted by the Commission Should Only Be Implemented if the Local Municipality or Emergency Agency Makes a Bona Fide Request for such Capabilities . . . . .	
B. The Commission Should Only Adopt General Obligations which are Readily Achievable Given Current Technology Enhanced 911 Functionalities Requiring Work by the Standard Committees Should not be Mandated or Given Specific Time Periods for Deployment . . . . .	
1. 911 Availability Criteria . . . . .	
2. Grade of Service . . . . .	
3. 911 Call Priority . . . . .	
4. User Location Information . . . . .	
a. Phase 1 . . . . .	
b. Phase 2 . . . . .	
c. Phase 3 . . . . .	
5. Re-Ring/Call Back . . . . .	
6. Common Channel Signaling . . . . .	
7. Access to Text Telephone Devices . . . . .	
8. Equipment Manufacture, Importation and Labeling . . . . .	
C. The Commission Needs to Adopt Rules Limiting the Wireless Carrier's Liability in Providing the 911 Service . . . . .	
II. THE COMMISSION NEEDS TO ADDRESS THE APPARENT CONFLICT BETWEEN THE NEW WIRETAP LEGISLATION AND THE PROPOSAL TO REQUIRE LOCATION IDENTIFICATION . . . . .	
III. THE COMMISSION SHOULD PREEMPT STATE REGULATION OF WIRELESS 911 . . . . .	
CONCLUSION . . . . .	

ATTACHMENTS

- Tab 1      EXHIBIT A - Appendix A of a National Emergency  
            Number Association publication

## SUMMARY\*

SBC supports wireless accessibility to 911 services. SBC and the cellular industry have a long history of voluntarily working together with municipalities and public safety agencies to provide 911 access and abbreviated dialing access for emergency use.

The goal of attempting to have wireless 911 service mirror wireline enhanced 911 service throughout the country however is not a goal which can be met merely by regulatory mandate. The Commission must recognize that wireless technology is not the same as wireline technology.

The Commission's intent of improving mobile users' accessibility to 911 can generally be met. However, providing the fully enhanced 911 type systems described in the NPRM must await the work of the industry standards committees, industry forums and additional research and testing of the resulting technologies. Thus the Commission should adopt general base criteria to be met for accessibility to 911 service based on the technology currently deployed and defer other issues regarding the provision of enhanced 911 service to industry standards committees and industry forums. The Commission should also clarify that the deployment of any adopted criteria is only required if there is a bona fide request for such capabilities by the PSAP. In addition the Commission should adopt a limitation of liability provisions for wireless carriers providing 911 accessibility.

---

\*Abbreviations defined in text.

The Commission must also recognize that the location information requirements apparently conflict with the newly enacted Federal Wiretap Act. The Commission needs to resolve this apparent conflict. The Commission should also preempt ~~the~~ state regulation of wireless 911 services.

RECEIVED

JAN 9 1995

Before the  
FEDERAL COMMUNICATIONS COMMISSION  
Washington, D. C. 20554

FEDERAL COMMUNICATIONS COMMISSION  
OFFICE OF SECRETARY

In the Matter of §  
§ CC Docket No. 94-102  
Revision of the Commission's rules §  
to ensure compatibility with § RM-8143  
enhanced 911 emergency calling systems §  
To: The Commission

**COMMENTS OF**  
**SBC COMMUNICATIONS, INC.**

SBC COMMUNICATIONS, INC.

James D. Ellis  
Sr. Executive Vice President &  
General Counsel  
Mary Marks  
Attorney  
175 E. Houston, Suite 1306  
San Antonio, TX 78205  
(210) 351-3478

SOUTHWESTERN BELL MOBILE SYSTEMS, INC.

Wayne Watts  
Vice President and General Attorney  
Bruce E. Beard  
Attorney  
17330 Preston Rd  
Suite 100A  
Dallas, TX 75252  
(214) 733-2000

Dated: January 9, 1995

TABLE OF CONTENTS

	Page
SUMMARY . . . . .	ii
I. COMPATIBILITY OF WIRELESS SERVICES WITH ENHANCED 911 . . . . .	1
A. Any Requirements Adopted by the Commission Should Only Be Implemented if the Local Municipality or Emergency Agency Makes a Bona Fide Request for such Capabilities . . . . .	5
B. The Commission Should Only Adopt General Obligations which are Readily Achievable Given Current Technology Enhanced 911 Functionalities Requiring Work by the Standard Committees Should not be Mandated or Given Specific Time Periods for Deployment . . . . .	7
1. 911 Availability Criteria . . . . .	9
2. Grade of Service . . . . .	9
3. 911 Call Priority . . . . .	10
4. User Location Information . . . . .	10
a. Phase 1 . . . . .	14
b. Phase 2 . . . . .	16
c. Phase 3 . . . . .	17
5. Re-Ring/Call Back . . . . .	19
6. Common Channel Signaling . . . . .	20
7. Access to Text Telephone Devices . . . . .	23
8. Equipment Manufacture, Importation and Labeling . . . . .	23
C. The Commission Needs to Adopt Rules Limiting the Wireless Carrier's Liability in Providing the 911 Service . . . . .	24
II. THE COMMISSION NEEDS TO ADDRESS THE APPARENT CONFLICT BETWEEN THE NEW WIRETAP LEGISLATION AND THE PROPOSAL TO REQUIRE LOCATION IDENTIFICATION . . . . .	25
III. THE COMMISSION SHOULD PREEMPT STATE REGULATION OF WIRELESS 911 . . . . .	26
CONCLUSION . . . . .	27

ATTACHMENTS

- Tab 1 EXHIBIT A - Appendix A of a National Emergency  
Number Association publication

## SUMMARY\*

SBC supports wireless accessibility to 911 services. SBC and the cellular industry have a long history of voluntarily working together with municipalities and public safety agencies to provide 911 access and abbreviated dialing access for emergency use.

The goal of attempting to have wireless 911 service mirror wireline enhanced 911 service throughout the country however is not a goal which can be met merely by regulatory mandate. The Commission must recognize that wireless technology is not the same as wireline technology.

The Commission's intent of improving mobile users' accessibility to 911 can generally be met. However, providing the fully enhanced 911 type systems described in the NPRM must await the work of the industry standards committees, industry forums and additional research and testing of the resulting technologies. Thus the Commission should adopt general base criteria to be met for accessibility to 911 service based on the technology currently deployed and defer other issues regarding the provision of enhanced 911 service to industry standards committees and industry forums. The Commission should also clarify that the deployment of any adopted criteria is only required if there is a bona fide request for such capabilities by the PSAP. In addition the Commission should adopt a limitation of liability provisions for wireless carriers providing 911 accessibility.

---

\*Abbreviations defined in text.

The Commission must also recognize that the location information requirements apparently conflict with the newly enacted Federal Wiretap Act. The Commission needs to resolve this apparent conflict. The Commission should also preempt state regulation of wireless 911 services.

Before the  
FEDERAL COMMUNICATIONS COMMISSION  
Washington, D. C. 20554

In the Matter of	§	
	§	CC Docket No. 94-102
Revision of the Commission's rules	§	
to ensure compatibility with	§	RM-8143
enhanced 911 emergency calling systems	§	

**COMMENTS OF  
SBC COMMUNICATIONS, INC.**

SBC Communications, Inc. (SBC) files the following comments in response to the Commission's Notice of Proposed Rulemaking in this proceeding.<sup>1</sup>

**I. COMPATIBILITY OF WIRELESS SERVICES WITH ENHANCED 911.**

SBC and the wireless industry have a long history of voluntarily supporting wireless accessibility to 911 and other abbreviated dialing emergency service numbers. Southwestern Bell Mobile Systems (SBMS), like many other cellular carriers across the country, does not charge for 911 or equivalent calls--the free nature of the call encourages the cellular customer to make the call and stay on the line to provide any information needed. SBMS, along with the rest of the cellular industry, has worked with the various public safety groups, municipalities and emergency response agencies to provide 911 accessibility and to set up abbreviated other emergency dialing patterns which are posted on interstate and

---

<sup>1</sup>In the Matter of Revision of the Commission's Rules to Ensure Compatibility with Enhanced 911 Emergency Calling Systems, CC Docket 94-102, Notice of Proposed Rulemaking (Released October 19, 1994.)

other highways to compensate for the lack of a 911 service to accept such calls. SBMS has worked with the Illinois State Police to establish \*999 for use on the various tollways in and around Chicago. In the St. Louis, Missouri area SBMS has worked with the Missouri State Police to establish \*55 as an emergency contact number and calls to such number are routed to one of three state police district offices depending on the cell site receiving the call. In north-central Missouri where 911 service is not available, the cellular carriers have supplied alternative "\* plus" service to link cellular callers with the Moberly Regional Medical Center. Cellular carriers have also worked to provide vital and mandatory communication links throughout the remote mining regions of northeast Nevada where landline service is available.<sup>2</sup> Throughout the United States cellular carriers have worked with local emergency response officials to set up special abbreviated dialing numbers or other arrangements for reporting emergencies ranging from the reporting of accidents and rock slides in remote West Virginia, to reporting drunk drivers in Mississippi to providing telephone service for polar bear alerts and search and rescue operations in Alaska.<sup>3</sup> The contributions of cellular and other wireless carriers to public safety are significant and are achieved by the carriers, the municipalities and public safety agencies working together in the public interest.

---

<sup>2</sup>Prepared Statement of Thomas E. Wheeler, President and CEO, Cellular Telecommunications Industry Association, Before the Senate Committee on Commerce, Science and Transportation, Hearings on S.1822.

<sup>3</sup>Id.

The vision of providing various enhanced 911 services through wireless technology is one that is shared by SBC. The goal of attempting to have wireless 911 service mirror wireline 911 service throughout the country is admirable, however the goal is not one that can or should be achieved by regulatory mandate. The expense associated with attempting to achieve such a goal must be weighed against the benefits to be achieved and the impact the additional expense will have on the affordability of service, (i.e. costs passed on to the consumer)<sup>4</sup>, along with the availability of reliable technologies to achieve such a goal.

This Commission has made great strides in establishing a competitive wireless market where wireless service is available to the public at an affordable price. The public has indicated a desire for affordable wireless communication by its support of cellular service. Imposing unrealistic deadlines and unreasonable costs in an attempt to achieve a wireless enhanced 911 system that emulates the wireline system could result in reversing the great strides that this Commission has made in establishing a competitive wireless market. Public safety is enhanced as the number of wireless users available to report emergencies increases. For example, 97% of cellular public safety calls are reported to be Good Samaritan calls e.g. a driver reporting an accident on a freeway while traveling the opposite direction.<sup>5</sup> Public safety is

---

<sup>4</sup>It is important to keep in mind that wireless providers have a much smaller base than wireline providers to recover such costs.

<sup>5</sup>National Cellular Safetalk Center, October 25, 1994 Press Release - Cusack to Head Cellular Industry Safety Effort.

better served by having affordable wireless service with cost effective enhanced 911 features rather than by mandating that wireless service have the exact same enhanced 911 service as wireline, if such mandate causes the cost of the service to be beyond what the general public can afford.

Further, the vision and goal is also largely dependent upon whether the municipalities and other state and local emergency agencies will implement or upgrade their Public Safety Answering Point (PSAP) equipment to process the information being required from the wireless carrier. Current wireline enhanced 911 systems location databases are based on the street address of the location of the phone--an address the mobile radio unit does not possess. Enhanced wireless 911 systems will require changes in the PSAP operation and communication systems. The question remains as to whether local municipalities and local emergency agencies will have funds and a desire to implement such changes and upgrades, especially since many of the actual costs, and feasible technologies, are unknown.

While SBC supports the NPRM's general intent of providing wireless accessibility to 911 services it also believes the Commission and the industry must be realistic in their approach. Specifically, industry standards committees must be used, mandatory time frames should be eliminated, requirements should be imposed on a phased in basis and any requirements should be subject to a bona fide request by the municipality or other public safety agency acknowledging that they are willing to install or upgrade the PSAP to accept the information. In addition, the Commission needs to

include in its rules limitation of liability provisions similar to those provided to landline carriers.

**A. Any Requirements Adopted by the Commission Should Only Be Implemented if the Local Municipality or Emergency Agency Makes a Bona Fide Request for such Capabilities.**

In promulgating its rules the Commission must recognize that wireline 911 service is not universally available throughout the United States, that fully enhanced wireline 911 service<sup>6</sup> is not universally available throughout the United States and that some municipalities and emergency agencies may not have the funds to upgrade their systems to receive the enhanced wireless 911 services envisioned in the NPRM. The NPRM notes that 85% of 911 services include "some form" of enhanced 911 service.<sup>7</sup> It would be helpful in this rulemaking to know exactly what "some form" of enhanced 911 service actually means i.e. a breakdown of how many PSAPs have each form of enhanced 911 service on the wireline side. This would give the Commission a better understanding of the exact demand and capability of the various municipalities and local emergency service agencies for such services.

The NPRM also does not acknowledge the number of areas in the country which do not have any 911 service. Attached as Exhibit A is Appendix A of a National Emergency Number Association

---

<sup>6</sup>The NPRM notes that a "fully enhanced 911 system" provides ANI, calling party's address through the use of an external Automatic Location Identification (ALI) database, selective routing of the calls to the appropriate public service agency, other information regarding the subscriber including name, city, zip code, telephone number, date, time of day and class of telephone service.

<sup>7</sup>NPRM, para. 6.

publication indicating the percentage of population covered by 911 by state as of December, 1992.<sup>8</sup> At the time, 28% of the population was not covered by any wireline 911 service. Equally important, especially for carriers serving Rural Service Areas (RSA), is the geographical areas not covered by 911. The utopian view that a wireless customer should be able to receive 911 service wherever the call is attempted doesn't exist today on the wireline side even for simple 911 service much less fully enhanced 911 service. Further, it is unclear as to what extent the specific various enhanced 911 features are deployed and received by the PSAPs on the wireline side for those areas that have 911 service.

The Commission must recognize that many municipalities and emergency service agencies may not have the funds readily available to upgrade their PSAPs to accept and process the information envisioned in the NPRM. Those that may have additional funds available may feel that such funds are better spent by hiring additional police or emergency personnel, upgrading emergency response equipment, providing basic living support to impoverished citizens, or even upgrading the wireline side of their 911 system to provide a more fully enhanced 911 wireline system. Quite simply, the local municipality or emergency agency may decide that the need to upgrade the 911 system to process information to obtain the exact location of a wireless customer reporting an accident on the interstate is a low priority when compared to the other burdens and problems facing their citizens.

---

<sup>8</sup>"The 9-1-1 Puzzle -- Putting All the Pieces Together"  
National Emergency Number Association.

This is not simply a case of, "if we require wireless carriers to build it, the calls will come". It is economically inefficient to mandate wireless carriers to implement capabilities into their networks and pass the costs onto their customers when the capabilities will not be used. The Commission should not require the incorporation of wireless enhanced 911 functionality into wireless systems where there is no PSAP to receive the calls or no PSAP with the capability to process the information the wireless carrier is being required to provide.

The public and the industry would be better served if the Commission adopted general obligations to be met if the local municipality or other agency managing the PSAP makes a bona fide request<sup>9</sup> that the functionality be provided. The industry would be better served by a bona fide request obligation because it would not be required to deploy technology where it will not be used. The public will benefit because rates for service will not have to reflect deployments of technology which will not be used.

**B. The Commission Should Only Adopt General Obligations which are Readily Achievable Given Current Technology. Enhanced 911 Functionalities Requiring Work by the Standard Committees Should not be Mandated or Given Specific Time Periods for Deployment.**

The NPRM states that its purpose is to improve the access of users of mobile radio services to 911, particularly enhanced 911 services.<sup>10</sup> The NPRM states that the Commission does not anticipate adopting extensive technical standards for enhanced 911 operations

---

<sup>9</sup>A bona fide request would be a request that is supported by the PSAP having the ability to process the information which is being provided.

<sup>10</sup>NPRM, para. 40.

and that industry standards setting committees are better equipped to address precise technical requirements for enhanced 911 capabilities.<sup>11</sup> The NPRM however proposes specific criteria to be met within specific time periods and requests comments.<sup>12</sup>

The NPRM thus places the wireless carriers and equipment manufacturers in an extremely difficult position of having to establish how long it will take to develop and implement technology based on standards which have not yet been developed. The wireless carriers are also expected to comment on the cost associated with deploying such technology based on the yet to be developed standards.<sup>13</sup>

SBC believes that the Commission's intent of improving mobile users accessibility to 911 can generally be met. However, providing the fully enhanced 911 type system described in the NPRM must await the work of the industry standards committees and additional research and testing of resulting technology. Further, as part of the work of the industry standards committee, the commitment of various municipalities and emergency agencies supporting the PSAPs should be solicited to determine what features are in demand based on the cost associated with such features to the PSAP provider. Thus, SBC proposes that the Commission adopt general base criteria to be met for accessibility to 911 service based on the technology currently deployed or currently meeting industry standards and defer other issues regarding provision of

---

<sup>11</sup>Id.

<sup>12</sup>NPRM, paras. 41, 44, 49-55.

<sup>13</sup>Id.

enhanced 911 service to industry standards committees and industry forums.

### 1. 911 Availability Criteria

The NPRM proposes requiring that, within one year after the effective date of the order adopting the rules in this proceeding a service initialized<sup>14</sup> mobile radio transmitter be allowed to place a 911 call without user validation.<sup>15</sup> SBC supports this recommendation and believes that the one year time frame is realistic. The Commission must clarify, however, how 911 calls made in locations where 911 service is not available are to be handled. Today, most wireless carriers in areas where 911 is not available forward such calls to the LEC operator. The Commission must also clarify that by requiring 911 accessibility by "dialing 911 only" it means dialing 911 and pressing the send key.

### 2. Grade of Service

The NPRM notes that its initial view is that federal standards are not warranted regarding "grade of service", meaning the percentage of calls between the mobile transmitter and the PSAP which are blocked within the wireless network.<sup>16</sup> Thus, the NPRM suggests that issues regarding blocked calls be left to the industry standards committee.<sup>17</sup> SBC agrees that federal grades of service standards are not warranted. Further, competition in the

---

<sup>14</sup>The NPRM defines service initialized as meaning the user has purchased service from a wireless service provider.

<sup>15</sup>NPRM, para. 41.

<sup>16</sup>NPRM, para. 43.

<sup>17</sup>Id.

wireless market demands that the amount of blocked calls be as minimal as possible. As in any competitive market, poor service means a loss of customers to competitors. Thus, the market provides a grade of service standard which any wireless service provider must meet.

### 3. 911 Call Priority

The NPRM proposes to require originating 911 calls to be assigned priority over non-emergency calls, effective one year after the effective date of the order adopting rules in this proceeding.<sup>18</sup> The priority would be assigned at the handset and would extend to placing the 911 call at the beginning of any que for calls waiting to be placed in the mobile radio network and would not involve the interruption of any calls in process.<sup>19</sup> Call priority is not currently available. Call priority may be difficult since RF channels are assigned prior to dialed digit analysis. Mobile switch vendors have not been willing to commit to any time and expense estimates until standards are completed. Thus, the one year time frame is not feasible.

### 4. User Location Information

The NPRM notes that a characteristic of some enhanced 911 wireline systems is automatic location identification (ALI).<sup>20</sup> The NPRM proposes a three phased approach for its ALI requirement.<sup>21</sup> The three phases however are not a migration; different

---

<sup>18</sup>NPRM, para. 44.

<sup>19</sup>Id.

<sup>20</sup>NPRM, para. 6.

<sup>21</sup>NPRM, paras. 49-51.

technologies would be used in each phase. ALI is accomplished today for wireline calls by the attendant at the PSAP identifying the calling party's address through the use of Automatic Number Identification (ANI) and an external database which matches the number to an address.<sup>22</sup> As the NPRM notes, in order to provide ALI in a wireless environment PSAPs would have to be modified, with the municipality or emergency agency absorbing the cost, to permit the use of geographical information with precise location information having to be based on latitude, longitude and elevation information.<sup>23</sup>

The NPRM recognizes that current voice wireless systems and PCS technologies are not designed to provide longitude, latitude and elevation information<sup>24</sup>. The NPRM however proposes to require wireless carriers to provide such information, within five years after the effective date of the order adopting rules in this order, such that the mobile station may be located within a three dimensional environment within a radius of no more than 125 meters.<sup>25</sup> The NPRM's ALI proposal should not be adopted.

As the NPRM indicates there are currently over 18 different location systems that "may" be suitable for automatic location identification which use at least four different technologies.<sup>26</sup> The NPRM requests comments regarding the

---

<sup>22</sup>NPRM, para. 6.

<sup>23</sup>NPRM, fn. 48.

<sup>24</sup>NPRM, para 46.

<sup>25</sup>NPRM, para. 51.

feasibility and accuracy of the various systems and the cost estimates and similar information on any other systems or technologies.<sup>27</sup>

The fact that services and technologies are being developed does not mean that they are available, adaptable, or affordable for simple wireless voice communications services. Cellular carriers have been researching such technologies for years. If the deployment of ALI capability for cellular or other voice commercial mobile radio services were feasible, both technically and economically, such capability would already be deployed. The deployment of ALI would give a wireless voice carrier a great competitive advantage over other wireless competitors without such capabilities. ALI would also present opportunities for new revenue through various enhanced services such as yellow page/direction services, improved fleet management services and improved dispatch services. The absence of ALI deployment as an adjunct to cellular service or other voice commercial mobile radio services is a strong indication that at this time such ALI deployment is not economically or technically feasible even on an individual system basis.

---

<sup>26</sup>NPRM, para. 47.

<sup>27</sup>NPRM, para. 47. The NPRM also states that "representations by the wireless interests that this capability (precise location identification) is technically and financially infeasible are not documented in this record". (NPRM, fn. 49). As previously noted, the NPRM's requests for cost estimates and comments on specific technologies places the wireless carriers in a difficult position since standards and methods for the provision of such information have not yet been developed for compatibility.

Further, the fact that 18 different vendors are developing location identification services brings the need for uniform standards clearly into focus. The NPRM indicates that a mobile radio transmitter should have the enhanced 911 services even when roaming--thus compatibility would be required among the various wireless systems nationwide. There is nothing to indicate that the technical solution offered by one vendor will be compatible with a solution offered by another vendor.

There are currently two national cellular digital standards (IS-54 and IS-95) and one analog standard. Any enhanced 911 solutions, including ALI, must be developed to address all three standards. Further, there are currently about 17 million cellular phones in the market today.<sup>28</sup> Rather than adopting mandatory criteria which wireless carriers and equipment manufacturers must meet within a set time period, the Commission should be realistic in looking at what can be accomplished given existing established technology meeting industry standards. The industry should be allowed to evolve to ALI capabilities using industry forums and standards committees. Again the three phased implementation described in the NPRM is not a natural migration -- different technologies are used. As the NPRM indicates the industry is already working with the public safety community in addressing the ALI issue along with other issues raised by this proceeding.<sup>29</sup> The industry and the safety organizations should be

---

<sup>28</sup>Cellular carriers now have thousands of dual mode phones that work under two standards.

<sup>29</sup>NPRM, para. 48.

allowed to continue their work without the added pressure of impractical time lines favored primarily by vendors wishing to sell their product or service. Thus SBC has the following suggestions regarding the three phased approach proposed in the NPRM:

a. Phase 1

The NPRM suggests that in Phase 1, wireless service providers should be required to design their systems so that the location of the base station or cell site receiving a 911 call from a mobile radio unit is relayed to the PSAP.<sup>30</sup> The NPRM also suggests that if the cell site employs a sectored antenna, the information relayed to the PSAP would also include the sector that received the call.<sup>31</sup> The NPRM thus specifically proposes that wireless base stations be capable, within one year of the effective date of an order adopting rules in this proceeding, to route 911 calls with sufficient information to permit connection of the mobile station to the PSAP closest to the mobile caller.<sup>32</sup>

The radio channel, sector and cell site being used can be identified in current cellular systems. With knowledge of the cell site location, antenna type and height, transmit power levels, sector direction and surrounding terrain, a mobile telephone location can be approximated as lying within some area (i.e. the cell site coverage area). Thus, by using the information supplied by the cellular carrier, a propagation model can be built to predict anticipated coverage area for a particular cell site. The

---

<sup>30</sup>NPRM, para. 49.

<sup>31</sup>Id.

<sup>32</sup>NPRM, para. 49. (emphasis added)

service area of a cell site may vary from 1 square mile to 25-30 square miles. It would be extremely difficult in some cases to predict which PSAP is closest to the mobile unit. A cell coverage area might include multiple PSAP jurisdictionals. In addition, handoff between cell sites could "require" routing the call to a different PSAP. Thus, requiring the call to be routed to the PSAP closest to the mobile unit is not feasible as it would require the same type of precise location technology required by Phase 3.

The Commission should instead mandate that the wireless carrier route calls from particular cell sites or sectors of the cell site to the PSAP agreeing to accept the calls. Coordination issues regarding which PSAP should receive the call from particular cell sites should be resolved between the community's public safety organizations--the rules should not force the resolution of such issues upon the wireless carrier. Such a procedure has been implemented by SBMS, d/b/a Cellular One in the Chicago area in cooperation with the various PSAPs. The PSAPs pre-determine which PSAP will respond to calls from specific cell sites or cell site sectors, if applicable, and SBMS routes the 911 calls accordingly. This procedure was developed voluntarily by SBMS with the cooperation and coordination of the various PSAPs.

Based on the modifications stated above and the adoption of adequate limitation of liability provisions, SBC would not object to providing such information within the time limits proposed by the NPRM to PSAPs making a bona fide request to receive such information. The NPRM also requests comments on the means of transmitting such information to the PSAP (i.e. network elements,