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

In the Matter of	)	
	)	
Revision of the Commission's Rules	)	CC Docket No. 94-102
to Ensure Compatibility with E9-1-1	)	
Emergency Calling Systems	)	

COMMENTS
OF
NENA, APCO AND NASNA

The National Emergency Number Association ("NENA"), the Association of Public-Safety Communications Officials International, Inc. ("APCO") and the National Association of State Nine One One Administrators ("NASNA"), hereafter "Joint Commenters," reply to selected comments of others in the captioned proceeding.

In their initial Comments of September 25, 1996, the Joint Commenters supported the relatively early establishment of improved Automatic Location Information ("ALI") accuracy requirements for wireless carriers, as well as periodic reporting and other methods of monitoring technological developments in this area of radiolocation of wireless callers. We urged that vendors of radiolocation systems undergo some form of FCC system performance certification or verification, a process which itself would aid in the tracking of ALI technology. The Joint Commenters acknowledged their own internal debates over the delivery of 9-1-1 calls from phones not "service-initialized," and chose to support what may be a transitory "PSAP option" to request

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forwarding of such calls.[1] We agreed with the FCC's proposal for universal 9-1-1 access across multiple wireless carrier air interfaces and frequencies as an ideal to be strived for, but could not support its realization in the near term if the means of accomplishment were expensive and bulky "multi-mode" handsets. Finally, we wholeheartedly endorsed better consumer information and education as a collaborative task for all parties -- public safety communicators, carriers, vendors, and the FCC and counterpart state agencies.

Improved ALI. Virtually unanimously, wireless carriers and equipment and system vendors and their associations are against the FCC proposal of 40-foot spherical accuracy 90% of the time.[2] The Joint Commenters believe that all parties should focus on the spirit of the ALI proposal and not be put off by its choice of numbers and deadlines. The essence of the idea is that within five years, ingenuity and innovation in radiolocation technology -- likely applied commercially to fields other than public safety -- will have given us a better idea of feasible ALI performance standards for the following five or 10 or 15 years. We did not read the Further Notice to say that the 40-foot sphere of accuracy should be implemented in the year 2001, but only that any new ALI requirement should be effective then -- in the same sense that the 125-

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1 In an Opposition and Comments on Petitions for Reconsideration of the order adopting wireless E9-1-1 compatibility requirements, we noted that if -- as claimed by one commenter, Alliance -- there are affordable technical means of calling back non-service-initialized phones, the FCC might be led to abandon the PSAP option in favor of forwarding all 9-1-1 calls, even those from phones not service-initialized. (October 8, 1996, 2-3)

2 An exception is Tendler Cellular, whose Comments of August 19, 1996, with attachments, about "dithering" constraints on Global Positioning Systems ("GPS") are a valuable addition to this record, as is GPS information supplied by Omnipoint in its Comments of September 25th. The Joint Commenters believe GPS is an important radiolocation option for those environments where it can perform reliably and cost-effectively. It is also a useful model of public (U.S. Government) ownership and management of a radiolocation resource employed for civil and commercial as well as military purposes.

meter/67% standard is part of the FCC rules now. (¶139) Just as the current requirement has a five-year lead time, so any new target could have whatever advance period of development and deployment seems warranted by the state of engineering and commerce at the point of adoption of the new regulation.[3]

There is little doubt that wireless ALI compatibility with E9-1-1 will not come cheaply, but it is also plain that some methods of implementation will be more economical than others. The Joint Commenters agree with those participants who urge, in various ways, that sharing of radiolocation systems by affected carriers would be more cost-effective than for each wireless provider to build its own facility for the purpose.[4]

Several commenters urge that each Public Safety Answering Point ("PSAP") choose the level of ALI performance it is willing to pay for. Effectively, the FCC's rules already take this approach. Public safety agencies electing not to implement wireless E9-1-1 compatibility under Section 20.18(e) will simply omit the development of funding mechanisms to support the necessary upgrades to wireless and wireline carrier networks and their own PSAP equipment and databases. TIA and Associated Group (Note 4, *supra*) both appear to assume that the FCC's rules and policies must be revised to remove the wireless carrier from negotiations that are the primary business of PSAPs and radiolocation vendors. But there is nothing in new Section 20.18 that obliges wireless carriers to own the radiolocation systems whose public safety purposes are perceived to be merely peripheral and distracting to the

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[3] At ¶143, the Further Notice speaks of "specific requirements to be implemented within a reasonable time after the five-year period." (emphasis added) It is not uncommon for FCC rules to establish long lead times, witness the year 2005 end date for introduction of or conversion to hearing aid-compatible ("HAC") telephones. 47 C.F.R. §68.112.

[4] Harris, 5-9; TIA, 9-12; New Jersey OETS, 3-4; Associated Group, 38.

chief business of selling wireless telephone service. The operative words in the regulation, "licensees . . . must provide," say nothing about how the requirement is to be met, and with whose help.

The Joint Commenters, recognizing the emerging commercial applications of radiolocation technology, doubt that wireless carriers wish to be left out of funding and other negotiations that likely will involve wireline carriers as well as PSAPs and vendors. Should the carriers choose to divorce themselves from this difficult but critical aspect of ALI implementation, PSAPs could and should consider public or vendor ownership of area-wide radiolocation systems, for which GPS may be an apt model.

Reporting, Monitoring and Consumer Education. The Joint Commenters were surprised at the vehemence of some opposition to the FCC's proposal for carrier reporting as an aid to monitoring of technical and commercial developments in wireless Automatic Number Identification ("ANI") and ALI.[5] Similarly, we were taken aback by suggestions (PCIA, 11) that consumer education should be the task of PSAPs alone and no part of carriers' responsibility. We believe that reporting for monitoring purposes can be achieved relatively painlessly. A recent example is the two days of "ex parte" hearings conducted in this docket September 19-20, 1996 by the Network Services Division of the Common Carrier Bureau, on pending ANI/ALI issues affecting manufacture, distribution, ownership and use of PBXs and other Multiline Telephone Systems ("MLTS").[6] As for consumer education, we agree with CTIA and others that local variations in 9-1-1 enhancements and procedures make states and counties the focus of the activity, but we also

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5 360 Communications, 5; Bell Atlantic, 4-5; PCIA, 9-11.

6 This is not to discount the value of written reports, which have been imposed on the Joint Commenters and CTIA, as well as associations for the hearing-impaired, by the Report and Order adopted June 12, 1996.

applaud the recognition that public agencies will need the constant help of wireless providers -- who know best the ANI/ALI limits of their own systems.

CONCLUSION

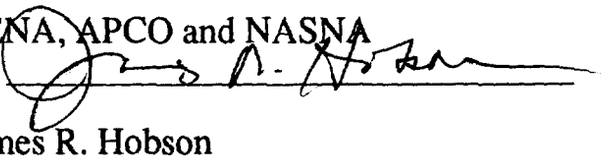
For the reasons discussed above, the FCC should:

• Press on with the concept of establishing new ALI performance requirements before the end of Phase II, while recognizing that implementation can run well beyond the effective date of revised regulations;

• Stick to its determination to monitor industry progress on wireless ANI/ALI in ways that will not burden unduly either carriers or public safety communicators; and

• Affirm that the broad concept of funding mechanisms for wireless/wireline/PSAP compatibility upgrades does not preclude inter-carrier sharing of publicly or privately-owned area-wide radiolocation systems.

Respectfully submitted,

NENA, APCO and NASNA
By 

John Ellison
President, NENA

Marilyn Ward
President, APCO

James Beutelspacher
President, NASNA

James R. Hobson
Donelan, Cleary, Wood & Maser, P.C.
1100 New York Avenue, N.W., Suite 750
Washington, D.C. 20005-3934
(202) 371-9500

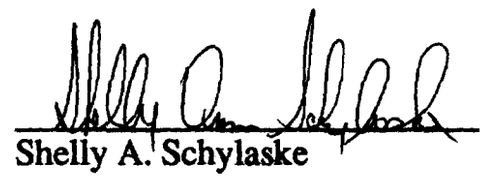
Robert M. Gurss
Wilkes, Artis, Hedrick & Lane, Chtd.
1666 K Street N.W., Suite 1100
Washington, D.C. 20006
(202) 457-7329

October 25, 1996

THEIR ATTORNEYS

CERTIFICATE OF SERVICE

I hereby certify that on this 25th day of October, 1996 a copy of the foregoing COMMENTS OF NENA, APCO AND NASNA was served upon the following recipients:



Shelly A. Schylaske

Michele Farguhar
Chief
WIRELESS TELECOMMUNICATIONS
BUREAU
FCC
2025 M Street N.W., Room 5002
Washington, D.C. 20554 (BY HAND)

Mark J. Golden
Vice President of Industry Affairs
PERSONAL COMMUNICATIONS
INDUSTRY ASSOCIATION
500 Montgomery Street
Suite 700
Alexandria, VA 22314-1561

Richard Rubin, Esquire
FLEISCHMAN AND WALSH, L.L.P.
1400 Sixteenth Street, N.W.
Washington, D.C. 20036

Randall S. Coleman
Vice President, Regulatory Policy & Law
CELLULAR TELECOMMUNICATIONS
INDUSTRY ASSOCIATION
1250 Connecticut Avenue, N.W.
Suite 200
Washington, D.C. 20036

John T. Scott, III
CROWELL & MORING, L.L.P.
1001 Pennsylvania Avenue, N.W.
Washington, D.C. 20004

Samuel A. Simon, Esq.
ISSUE DYNAMICS, INC.
901 15th Street, N.W.
Suite 230
Washingtin, D.C. 20005-2301

S. Robert Miller
Executive Director 9-1-1
New Jersey State Police
Box 7068 - Bldg. 11, River Road
West Trenton, NJ 08628

Kevin C. Gallagher
Senior Vice President
General Counsel and Secretary
360° COMMUNICATIONS COMPANY
8725 West Higgins Rd.
Chicago, IL 60631

Mark J. Tauber
PIPER & MARBURY, L.L.P.
1200 19th Street, N.W.
Seventh Floor
Washington, D.C. 20036

Edward W. Hummers, Jr.
HOLLAND & KNIGHT
2100 Pennsylvania Avenue, N.W.
Suite 400
Washington, D.C. 20037

Robert K. Tendler
Chairman
TENDLER CELLULAR, INC.
65 Atlantic Avenue
Boston, MA 02110

Eric Schimmel, Vice President
TELECOMMUNICATIONS INDUSTRY
ASSOCIATION
2500 Wilson Boulevard
Suite 300
Arlington, VA 22201