

**Before the
FEDERAL COMMUNICATIONS COMMISSION
Washington, DC 20554**

In the Matter of)	
)	
Facilitating the Deployment of Text-to-911 and Other Next Generation 911 Applications)	PS Docket No. 11-153
)	
Framework for Next Generation 911 Deployment)	PS Docket No. 10-255
)	

COMMENTS OF VERIZON AND VERIZON WIRELESS¹

In its *Second Report and Order* in this proceeding,² the Commission sought to promote the public safety and accessibility benefits promised by expanded availability of text-to-911 technology for consumers, while also enabling service providers and PSAPs to focus their investments and innovation on the important transition of their networks, devices, and consumers to next-generation IP-enabled technologies. For each of the principal issues on which the Commission sought comment – roaming, location information, and future text messaging services – the comments of Verizon and other parties reflect broad recognition that the Commission should maintain that balanced approach as it considers the additional text-to-911 capabilities discussed in the *Third FNPRM*. IP-enabled LTE-based Global Text Telephony (“GTT”) services are intended to address roaming and location issues at the outset and any Commission requirements should be limited to those technologies, without an arbitrary two-year

¹ In addition to Verizon Wireless, the Verizon companies participating in this filing are the regulated, wholly owned subsidiaries of Verizon Communications Inc. (collectively, “Verizon”).

² See *Facilitating the Deployment of Text-to-911 and Other Next Generation 911 Applications; Framework for Next Generation 911 Deployment*, Second Report and Order and Third Further Notice of Proposed Rulemaking, 29 FCC Rcd. 9846, ¶¶ 18-19 (2014) (“*Second Report and Order*” or “*Third FNPRM*,” as applicable).

deadline. If rules are adopted for the near term as the Commission proposes, however, they should enable service providers to leverage existing SMS networks and text-to-911 solutions as Verizon and others have proposed,³ and the Commission should reject proposals from commenters that would expand wireless service providers' regulatory obligations to accommodate third party text message service providers.

Roaming. Commenters broadly agree that the Commission should encourage the deployment of interoperable LTE-based text messaging services such as GTT that will accommodate roaming and caller location when introduced.⁴ Thus, any new requirements should be limited to those services. Alternatively, commenters also recognize that the proposed two-year deadline for roaming support for legacy networks may not be feasible, given the need for new standards and industry-wide implementation for large and small carriers alike.⁵ The Commission should therefore allow service providers and public safety stakeholders to determine whether there is a viable method of providing roaming capability that leverages existing SMS networks and text-to-911 solutions, while enabling all stakeholders to focus investment and attention on next-generation technologies.⁶ This approach would most effectively promote the Commission's dual objectives of increasing the availability of text-to-911 capability while enabling service providers to efficiently and effectively introduce new innovative IP-enabled services and devices.

³ See Verizon Comments at 5-8; *infra* notes 6, 11.

⁴ See Verizon Comments at 2-5; ATIS Comments at 6; AT&T Comments at 6; Motorola Mobility Comments at 2-3; T-Mobile Comments at 12-13.

⁵ See Verizon Comments at 5-7; AT&T Comments at 6-7; Rural Wireless Association at 3; Sprint Comments at 11-12; T-Mobile Comments at 10-12.

⁶ See Verizon Comments at 6; AT&T Comments at 6-7; CTIA Comments at 7; L.R. Kimball Comments at 2-3 (supporting CSRIC consideration); Motorola Mobility Comments at 2-3 (same); NENA Comments at 10-11 (supporting voluntary efforts for an initial 3-4 year period).

Location Information. As with roaming, many commenters recognize that renewed focus on industry's and consumers' transition to IP-enabled LTE networks will best promote the Commission's location accuracy objectives for text-to-911.⁷ This is not by accident, as service providers incorporated 911 communications into now-completed standards development efforts for non-voice services years ago. In that regard, Verizon agrees with APCO that incorporation of dispatchable location technology is appropriate in the longer term for 911 calls.⁸ APCO correctly notes that LTE-enabled handsets will be necessary to achieve this goal, which makes it all the more important that the broader ecosystem of service providers, solution vendors, and consumers transition to IP-enabled devices that will have the same 911 location capabilities as voice communications.⁹ As with roaming capabilities, any new requirements should be forward-looking and limited to these next generation technologies.

Should the Commission adopt new near term interim location accuracy rules for text-to-911 service, it should heed the recommendations of its Communications Security, Reliability and Interoperability Council¹⁰ and enable service providers to comply through the availability of the existing cLBS-based solutions utilized today under the existing J-STD-110 industry standard.¹¹ Service providers also should have flexibility to utilize enhanced caller location solutions where available for a particular handset or service.¹² Compelling service providers to retrofit their legacy networks with legacy solutions like U-TDOA, as recommended by vendors that would

⁷ See Verizon Comments at 7-8; ATIS Comments at 6; CTIA Comments at 10-11; T-Mobile Comments at 10.

⁸ See APCO Comments at 3.

⁹ See *id.*

¹⁰ See Verizon Comments at 7, n.12.

¹¹ See *id.* at 8; ATIS Comments at 4; T-Mobile Comments at 8.

¹² See T-Mobile Comments at 7-8.

benefit from such a backwards-looking approach,¹³ would contradict the intended interim nature of SMS-based services.¹⁴ Moreover, it would force the use of legacy location technologies for text-based services even as the Commission expects service providers to migrate away from them for voice – contrary to the stated goal of moving 911 communications to a dispatchable address framework.¹⁵

New Services. Verizon is currently evaluating the feasibility of both enabling the transmission of multimedia messages to PSAPs and, in the interim, stripping non-text content from message to facilitate the transmission of a MMS message to a PSAP instead of a bounce-back message.¹⁶ It also will provide a bounce-back message for text messages attempted via a Wi-Fi connection rather than CMRS network as it assesses the feasibility of supporting text-to-911 on them.¹⁷ Verizon agrees with several commenters, however, that these issues require standards evaluation and coordination with public safety stakeholders, and rules are unnecessary at this point.¹⁸

Moreover, the Commission should reject the requests of several commenters to expand CMRS providers' obligation to permit third party interconnected text providers to access their

¹³ See TruePosition Comments at 10-11.

¹⁴ See *Third FNPRM* ¶ 82 (Commission does not seek to impose “Phase II-like mandates”).

¹⁵ See *id.* ¶ 91-92; *Wireless E911 Location Accuracy Requirements*, Third Further Notice of Proposed Rulemaking, 29 FCC Rcd 2374, ¶ 63 (2014) (“near-term indoor location accuracy requirements should take into account long-term E911 and NG911 objectives to avoid requiring significant investment in technologies that could become stranded”).

¹⁶ See *Third FNPRM* ¶ 131.

¹⁷ See *id.* ¶¶ 125-127.

¹⁸ See APCO Comments at 6; ATIS Comments at 6-7; *see also* MediaFriends/HeyWire Comments at 8-9; VON Coalition Comments at 2-3.

networks and customers' device capabilities beyond legacy SMS services.¹⁹ In the *Second Report and Order* the Commission recognized “that CMRS providers may eventually seek to migrate customers away from SMS”²⁰ and expressly adopted a limited access benefit for third party interconnected text providers that was not intended to “establish ‘an open-ended obligation to [wireless providers’] third-party competitors.”²¹ In the *Second Report and Order*, the Commission declined to expand the access obligation beyond SMS networks and services precisely to “spur innovation from interconnected text providers to actively develop solutions to support text-to-911 *without reliance on CMRS providers’ underlying networks.*”²²

The Commission should reject proposals to jettison its approach mere months after it was adopted. The record confirms that device operating systems – not technologies controlled by CMRS providers – remain the principal factor necessary to enable access to messaging APIs.²³ In any event, the Commission made it clear that over-the-top text messaging services may approach CMRS providers to voluntarily enter into “commercially reasonable business arrangements negotiated on an individual basis” to enable the former to support text-to-911

¹⁹ See Microsoft Comments at 4-5 (Commission should “ensur[e] that public access networks make [location information] available to *devices, apps and services*”); NexGen Comments at 10-11; see also MediaFriends/HeyWire Comments at 2 (implying there is a risk of CMRS providers blocking access to location APIs for non-CMRS applications).

²⁰ *Second Report and Order* ¶ 44.

²¹ See *id.* ¶ 45.

²² See *id.* (emphasis added).

²³ See Verizon Comments, PS Docket No. 11-153, at 7-8 (April 4, 2014).

services on non-CMRS networks should it prove necessary.²⁴ Imposing yet another access obligation on CMRS providers is unnecessary and inappropriate.²⁵

CONCLUSION

For the foregoing reasons and those discussed in Verizon's comments, the Commission should limit any new requirements to IP-enabled LTE-based messaging services without an arbitrary two-year timetable. If rules are adopted to govern the interim time period, service providers should be permitted to leverage existing SMS networks and text-to-911 solutions. And it should reject proposals from commenters that would further expand wireless service providers' regulatory obligations to accommodate third party text message services in a manner that would contradict the policy framework the Commission adopted just months ago.

Respectfully submitted,

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²⁴ See *Second Report and Order* ¶ 45.

²⁵ See Motorola Mobility Comments at 4-5 (“Motorola Mobility has not been removing or disabling access to geo-location functions available to applications outside of the native pre-authorized applications, nor is it aware of any such activity.”).