

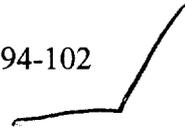
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FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

Before the
Federal Communications Commission
Washington, D.C. 20554

In the Matter of)
)
Revision of the Commission's Rules)
To Ensure Compatibility with)
Enhanced 911 Emergency Calling Systems)
)

CC Docket No. 94-102



**Leaco Cellular, Inc. Petition for Limited Waiver
of Sections 20.18(e) and (g) of the Commission's Rules**

Leaco Cellular, Inc. ("Leaco"), by its attorneys and pursuant to Sections 1.3 and 1.925 of the Rules and Regulations of the Federal Communications Commission ("FCC" or "Commission"),¹ hereby requests a limited and temporary waiver of Sections 20.18(e) and (g) of the Commission's rules.² Leaco is fully committed to providing E911 location capability to meet the emergency needs of its customers and continues to devote substantial resources and personnel to its pursuit of Phase II E911 ("Phase II") compliance. However, deployment of Phase II capability has been particularly difficult for Leaco due to obstacles it has faced in its attempts to obtain the Phase II handset, cell site, network signaling, switching and location equipment, and software upgrades necessary to make Phase II a reality prior to the Commission's October 1, 2001 deadline. Specifically, vendor delays in the availability of Phase II compliant network solutions and Phase II capable handsets have made compliance with Section 20.18(g)(1)(i) impossible to date, and make such compliance by October 2001 in most of Leaco's service area improbable if not unattainable. Without the general availability of Phase II

¹ 47 C.F.R. §§ 1.3 and 1.925.

² 47 C.F.R. §§ 20.18(e) and (g).

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equipment, Leaco will be unable to meet the October 1, 2001 deadline in most of its service area and respectfully requests an extension as outlined below.³

I. Leaco Is Unable to Meet the FCC's October 1 Handset Availability Deadline Due to Factors Outside of Its Control

Leaco is a small cellular carrier providing service in rural New Mexico (Lincoln, New Mexico RSA 6, CMA 558). Leaco has been working diligently with its main supplier, Lucent, to develop a Phase II solution for its service area. As Leaco reported in its November 9, 2000 report, Leaco has been exploring a handset-based solution for its TDMA operation to be provided by Lucent. Leaco's Phase II solution will require a new software load in its switch, hardware changes consisting of a new processor for its switch and assorted cell site upgrades, as well as automatic location information ("ALI")-capable handsets. As discussed in detail below, vendor-associated delays in delivery of each of these elements will prevent Leaco from meeting its relevant Phase II deadlines in the vast majority of its service area.

Leaco will order an upgrade to its switch software in the form of the Lucent 5ESS switch release 5E15 FRZ, which is part of MSC release R17.1 when it is available⁴ and will add location center hardware in order to transmit Phase II data to PSAPs. In April, Lucent promised Leaco that the R17.1 upgrade would be commercially available in September 2001. However, as Qwest recently noted, Lucent now expects three-month delays in order to provide ALI-capable software and hardware.⁵ Based on past

³ Leaco plans to use a network-based solution in the few areas of its rural network where cell site density might make a network-based solution technically possible. In such areas, Leaco does not anticipate that a waiver will be necessary. Leaco notes that it has yet to receive a Phase II request from any Public Safety Answering Point ("PSAP").

⁴ At this time, Lucent is not accepting orders for the R17.1 upgrade.

⁵ See Qwest Amended Petition for Waiver at 2.

experience, Leaco expects a three to four month delay to allow for delivery and testing. Accordingly, absent unexpected advances in Lucent's schedule, Leaco does not anticipate having the ability to process Phase II data until March 2002 at the earliest.

Leaco has investigated the potential product offerings of many different Phase II vendors in addition to Lucent, including those offered by Tendler, SCC Communications, Technocom Corporation, GTE Telecommunications Services, Cell-Loc, True Position, US Wireless, and SigmaOne Communications Corporation. Leaco has selected Lucent based on its network's compatibility with Lucent products, because Lucent's voice coder is embedded in Leaco's system, and because the Lucent product appears to be the most robust solution available at the earliest date.

To meet the Commission's ALI requirements, Leaco also requires an upgrade to its hardware infrastructure from Lucent.⁶ Based on Leaco's previous experiences, delays in the delivery of hardware can last up to nine months after such hardware first becomes available.⁷ After successful installation of the necessary equipment, Leaco will have to test all of the upgrades – a process that generally takes six to eight weeks.⁸ With the unsated demand for Phase II technology building and the large nationwide carriers competing for equipment, Leaco does not realistically expect delivery of the necessary

⁶ In general, the following hardware and software is needed to transmit Phase II data to PSAPs: IS41C – Dialed Number Trigger, E911 Software, MPC – Mobile Positioning Center, PDE – Position Determining Entity, and receivers at each cell site.

⁷ Leaco's experiences are consistent with those of other carriers. *See, e.g.*, Inland Cellular Petition for Waiver at 6 (small carriers can expect to see generally available technology six to nine months after vendors deliver ALI-capable technology to the large, nationwide carriers). As Inland Cellular pointed out in its waiver petition, small carriers face "unique difficulties and obstacles" when attempting to contact national vendors. Inland Cellular Petition for Waiver at 1.

⁸ *See, e.g.*, Qwest Petition for Waiver at 16.

Phase II hardware until at least nine months after the products first appear on the market.⁹ In fact, even large carriers are reporting six-month lags between the availability of equipment and delivery, installation, and testing.¹⁰

While Leaco will be unable to process Phase II data without the Lucent upgrades, it is the unavailability of ALI-capable handsets that is likely to cause the most serious delays to Leaco's Phase II compliance plans. Leaco plans to integrate the Lucent network upgrades with ALI-capable handsets. Unfortunately, as discussed below, Leaco's Phase II upgrade efforts have been stymied by a general lack of availability of ALI-capable handsets.

As a small carrier without substantial market clout with vendors, Leaco is forced, in many cases, to base its handset plans on second-hand information on product delivery dates and details of what products will be available for purchase. Even Western Wireless, a huge rural carrier in comparison with Leaco, notes that it "does not have the clout to dictate the production of new handsets with [ALI] capability."¹¹ This process makes it difficult for Leaco to accurately predict the date when it can begin selling ALI-capable handsets to its customers. Notwithstanding the lack of vendor-supplied information regarding handset availability dates, information provided by large carriers in their waiver requests suggests that the earliest date by which ALI-capable handsets will be commercially available is December 1, 2001.¹² The December 2001 date is consistent with information that Leaco has obtained from vendors and record sources. Nokia has

⁹ See, e.g., Inland Cellular Petition for Waiver at 6.

¹⁰ See, e.g., Cingular Petition for Waiver at 27.

¹¹ See Western Wireless Petition for Waiver at 12.

¹² See Verizon Wireless Petition for Waiver at 14 (December 2001); see also U.S. Cellular Corporation Petition for Waiver at 13 (4th Quarter 2001).

noted that it has no plans to develop an ALI-capable handset for TDMA networks. Leaco has contacted Motorola and has yet to receive a response. Leaco continues to pursue contacts with other handset makers such as Kyocera. As Cingular documented in its waiver request, many major handset vendors such as Nokia, Motorola, and Panasonic have effectively abandoned TDMA development efforts.¹³ Like many ALI technology vendors, Tendler has noted that it would be delighted to sell its ALI technology if it were readily available. Unfortunately, not only is the Tendler handset solution unavailable at this time, but large carriers are placing orders, pushing small carriers such as Leaco to the back of the line. Even if Tendler were able to commit to a general availability date for its equipment, the economic incentive for Tendler to fill 500,000 Verizon orders rather than a few thousand for Leaco will most certainly lead to additional delays beyond any such date. Leaco, based on its experiences and confirmed by other small carriers,¹⁴ expects a six to nine month delay after vendors first deliver ALI-capable handset technology to the large, nationwide carriers before such equipment is made available to Leaco.

Leaco is aware of only one TDMA handset solution that may be commercially available. According to Airbiquity's testimony to Congress, its ALI product is commercially available. Leaco has investigated the Airbiquity solution, and has ruled it out based on technical incompatibility. The Airbiquity product appears to be capable of working only with certain model Nokia products. Since Nokia has abandoned TDMA networks and Leaco must find handset vendors with ALI-capable TDMA products, Airbiquity is not a practical solution to Leaco's Phase II handset obligations.

¹³ Cingular Petition for Waiver at 20.

¹⁴ See, e.g., Inland Cellular Petition for Waiver at 6.

Leaco, like many carriers that serve rural areas, has ruled out a purely network-based Phase II solution.¹⁵ Leaco's investigation of network-based solutions has confirmed that triangulation-based location solutions do not work well in less densely populated rural areas, where cell sites are scarce. In fact, the Commission has confirmed the "distinct challenges" that rural carriers such as Leaco face in implementing Phase II requirements.¹⁶ Leaco will use TDOA and AOA where it can,¹⁷ but must rely heavily on ALI-capable handsets to meet the FCC's Phase II accuracy standards. In the Leaco network, an E911 caller is not always within the range of multiple cells. In addition, many of Leaco's cell sites are spaced in straight lines (by roadways, for example), making triangulation a geometric impossibility.¹⁸ Leaco will continue to work with Lucent on its hybrid solution, but cannot achieve full Phase II compliance in the majority of its service area without ALI-capable handsets.

II. Leaco Satisfies the Relevant Standards for Waiver of the Commission's Rules

Under Section 1.3 of its rules, the Commission may waive any provision of its rules if good cause is shown.¹⁹ The Commission must take a "hard look"²⁰ and then

¹⁵ See, e.g., Verizon Wireless Petition for Waiver at 33.

¹⁶ See, e.g., *Revision of the Commission's Rules to Ensure Compatibility with Enhanced 911 Emergency Calling Systems*, CC Docket No. 94-102, Fifth Memorandum Opinion and Order, 15 FCC Rcd. 22810, ¶ 21 (2000) ("*Fifth MO&O*").

¹⁷ As discussed above, Leaco hopes to use a network-based solution where cell site density in Leaco's rural network makes TDOA and AOA possible.

¹⁸ See, generally, *Revision of the Commission's Rules to Ensure Compatibility with Enhanced 911 Emergency Calling Systems*, CC Docket No. 94-102, Third Report and Order, 14 FCC Rcd. 17388, ¶ 23 (1999) ("*Third R&O*").

¹⁹ 47 C.F.R. § 1.3.

²⁰ *Wait Radio v. FCC*, 418 F.2d 1153, 1157 (D.C. Cir. 1969).

decide if such a waiver is in the public interest.²¹ The Commission has already recognized that wireless carriers may face difficulties in meeting the October 1, 2001 deadline to comply with Sections 20.18 (e) and (g) of its rules. In the FCC's *Fourth Memorandum Opinion and Order* ("*Fourth MO&O*"), the Commission recognized that there would be instances when "technology-related issues" or "exceptional circumstances" would cause a delay in a wireless carrier's ability to meet the October 1, 2001 deadline to become Phase II compliant.²² Such recognition is consistent with the Commission's acknowledgement that "bringing a new product to market requires manufacturers to undertake a time-consuming series of complex steps."²³ Manufacturers, although racing to meet carrier demand, have yet to overcome the technological complexities in order to make ALI-capable handsets available in time for carriers to meet the FCC's deadlines. The requested waiver is consistent with the Commission's recognition that compliance deadlines should be linked to the availability of manufacturer equipment.²⁴

The Commission also indicated that a petition for waiver must be "specific, focused and limited in scope, and with a clear path to full compliance."²⁵ Leaco's waiver petition is specific, narrow in scope, and provides the Commission with Leaco's efforts

²¹ *Northeast Cellular Telephone Company, L.P., et al v. FCC*, 897 F.2d 1164, 1166 (D.C. Cir. 1990).

²² *Revision of the Commission's Rules to Ensure Compatibility with Enhanced 911 Emergency Calling Systems*, CC Docket No. 94-102, *Fourth Memorandum Opinion and Order*, 15 FCC Rcd. 17442 (2000) ("*Fourth MO&O*").

²³ GARMIN International, Inc., *Order on Reconsideration*, DA 01-851 at ¶ 5.

²⁴ See, e.g., *Implementation of Section 17 of the Cable Television Consumer Protection and Competition Act of 1992; Compatibility Between Cable Systems and Consumer Electronics Equipment*, 9 FCC Rcd. 1981 ¶¶ 76-77 (1994) (modifying a proposed compliance deadline to account for the unavailability of necessary equipment).

²⁵ *Fourth MO&O* at ¶ 44.

and future plans to satisfy the FCC's Phase II requirements. Moreover, as set forth below, the instant petition satisfies the applicable waiver standards.

Section 1.925(b)(3) of the Commission's rules sets out the general standards for determining when a waiver should be granted in Wireless Telecommunications Bureau proceedings:

The Commission may grant a request for waiver if it is shown that:

- (i) The underlying purpose of the rule(s) would not be served or would be frustrated by application to the instant case, and that a grant of the requested waiver would be in the public interest; or
- (ii) In view of unique or unusual factual circumstances of the instant case, application of the rule(s) would be inequitable, unduly burdensome or contrary to the public interest, or the applicant has no reasonable alternative.²⁶

Under both of these standards, grant of the requested waiver is warranted.

Application of the Section 20.18(g) handset deadline to Leaco would be inequitable in light of the lack of availability of ALI-capable handsets, a factor outside of Leaco's control. The unavailability of such handsets, combined with the technical incompatibility of a network-based solution in the vast majority of its service area, leaves Leaco with no reasonable alternative but to seek a waiver.

Grant of the requested waiver is consistent with both the public interest and the underlying purpose of the Commission's Phase II rules in Section 20.18. The Commission's extension of the original March 1, 2001 implementation date to October 1, 2001 balanced the need for an expeditious rollout of Phase II services with the Commission's recognition that Phase II chip manufacturers such as Qualcomm had been

²⁶ 47 C.F.R. § 1.925(b)(3).

experiencing delays, making compliance by the original deadline infeasible.²⁷ In setting the October 1 deadline, the FCC relied on the anticipated availability of the necessary equipment. As discussed herein, it is now clear that the handset equipment required to meet the October 1 deadline will not be available in time to allow Leaco to meet this deadline. A temporary limited waiver of Section 20.18(g)(1)(i) is entirely consistent with the underlying purpose of the establishment of the October 1 deadline.

III. Schedule for Compliance

Leaco requests a waiver, based upon the following timetable, of the FCC's October 1, 2001 deadline to "begin selling and activating" handsets and the Commission's related benchmark deadlines contained in Section 20.18(g). Leaco's schedule is based on its experiences and contacts with vendors and publicly available information regarding handset availability. Based upon its own inquiries and confirmed in other carriers' waiver requests, Leaco believes the earliest and most optimistic date by which the large, nationwide carriers will see delivery of ALI-capable handsets is by December 2001.²⁸ Accounting for expected delays before such handsets reach a small carrier such as Leaco and necessary testing,²⁹ Leaco does not expect to be capable of selling and activating handsets prior to October 2002. While Leaco hopes to begin selling and activating handsets prior to October 2002, Leaco has no firm basis to believe

²⁷ *Fourth MO&O* at ¶ 33.

²⁸ As discussed above, the Airbiquity solution that works only with the Nokia phones is not a reasonable alternative for a TDMA carrier.

²⁹ Leaco notes that testing typically takes approximately six weeks. Without the necessary time to fully test a solution, or without the proper technology for Leaco's rural region, Leaco's Phase II solution could fail, undermining public confidence in wireless E911. Leaco does not want to offer the sense of security that the offering of Phase II location technology will ultimately provide until it has a proven system. A rushed and inoperable system will not benefit the public.

that it will have the necessary handsets prior to this date. Accordingly, Leaco requests that the deadline for Leaco to begin selling and activating handsets be extended to October 1, 2002, the 25 percent benchmark be extended until December 31, 2002, that the 50 percent benchmark be extended until June 30, 2003, and that the 100 percent benchmark be extended until December 31, 2003. Leaco also requests that the 95 percent penetration rate deadline be extended until December 31, 2006.

IV. Conclusion

Based on the foregoing, Leaco respectfully requests that the Commission grant Leaco a temporary waiver of Sections 20.18(e) and (g) of its rules and permit Leaco to implement its Phase II solution based on the schedule set forth herein.

Respectfully submitted,

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Dated: September 20, 2001

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DECLARATION OF JOHN SMITH

I, John Smith, do hereby declare under penalty of perjury the following:

1. I am the Vice-President and General Manager of Leaco Rural Telephone Cooperative, Inc.
2. I have read the foregoing "Petition for Limited Waiver of Sections 20.18 (e) and (g) of the Commission's Rules." I have personal knowledge of the facts set forth therein, and believe them to be true and correct



John Smith

9-20-01

Date

CERTIFICATE OF SERVICE

I, Joy Barksdale, do hereby certify that on this 20th day of September 2001, a copy of the foregoing Petition for Limited Waiver of Sections 20.18(e) and (g) of the Commission's Rules was served by hand delivery to the following parties:


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