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April 20, 2007

Marlene H. Dortch  
Secretary  
Federal Communications Commission  
445 12<sup>th</sup> Street, SW  
Washington, DC 20554

**Re: Baseline Protections Needed to Protect DTV Viewers;  
Ex Parte Filing of MSTV and NAB in ET Docket Nos. 04-186 and 02-380**

Dear Ms. Dortch:

As the Commission is aware, over the next few years the country will be completing a transition to digital television (“DTV”). In preparation for this transition, consumers, broadcasters and the government will continue to spend billions of dollars on new digital equipment. Further, as the digital television world unfolds, new opportunities are emerging for over-the-air television services. The DTV transition, as well as these technological developments, will be seriously jeopardized if TV band devices are allowed to operate in the television spectrum without being accompanied by proper protections to prevent interference with existing services in the band.

As the Association for Maximum Service Television, Inc. and the National Association of Broadcasters (“MSTV/NAB”) have consistently demonstrated, the following baseline protections are necessary in order to ensure that harmful interference to TV viewers and other licensed operations does not occur: (1) the development of appropriate out-of-band emission limits, as the current Part 15.209 limits are insufficient to prevent interference; (2) only authorizing fixed TV band devices to operate; personal/portable should not be permitted; (3) utilizing proper interference avoidance mechanisms, including a geolocation method, as sensing alone will be inadequate to prevent interference caused by TV band devices; and (4) ensuring that all TV band devices operate outside the protected contour on both co- and adjacent channels.

On March 28, 2007, the White Spaces Coalition<sup>1</sup> (“Coalition”) filed an *ex parte* letter styled as a response to the comments and related technical documentation of MSTV and NAB. While the Coalition made a variety of claims, nothing in its letter altered the

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<sup>1</sup> The White Spaces Coalition includes Dell, Earthlink, Google, HP, Intel, Microsoft, and Philips.

record before the Commission, which clearly demonstrates the need for the protections discussed above. MSTV submits this letter to address the claims made by the Coalition and once again demonstrate the protections that are necessary in order to prevent interference to existing services as well as to ensure a successful DTV transition.

**The Coalition’s So-Called “Interference Eliminating Capabilities” Will Not Protect Viewers.**

The Coalition chastises MSTV and NAB for not addressing certain specific “interference eliminating capabilities” purportedly contained in the Coalition’s so-called unlicensed development platform. It is not clear from either the Coalition’s comments or replies whether it is actually proposing that these factors be made mandatory.<sup>2</sup> Nevertheless, since the factors the Coalition alludes to were not submitted until their reply comments, we will take this opportunity to directly and specifically address these so-called “interference eliminating capabilities,” which will do little to protect the public’s television service from harmful interference.

The first three factors concern the use of Transmission Power Control (“TPC”). The Coalition has proposed a minimum 25 dB dynamic range for TPC; the use of a power adjustment algorithm; and the restriction that the device will transmit at the minimum power required for reliable communication. While MSTV/NAB support greater TPC dynamic range, TPC does not change the ultimate interference potential of a device.<sup>3</sup> The Coalition suggests a power adjustment algorithm is intended to minimize interference on adjacent channels by using low power where the DTV signals are low and higher power where the adjacent DTV signals are high or are not being used. A simple review of this proposed algorithm, however, shows that it clearly will not protect TV viewers.

To illustrate this point, we will use measurement data supplied by NAF with regard to the signal variability within a residence to show that this algorithm is ineffective. NAF submitted measured data with regard to actual DTV signal levels at 3 residences in the Los Angeles area.

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<sup>2</sup> For example, in its comments, the Coalition proposes that the FCC adopt a transmitter power control (TPC) range of 20 dB but only notes that its proposed device will have a TPC range of 25 dB. In addition, the other “interference eliminating capabilities” are attributed to its so-called unlicensed development platform without a suggestion that these requirements be included in the FCC rules. In fact, in its comments, the Coalition specifically states that “the Commission should not impose additional restrictions on personal/portable operations” and requests that the Commission make clear that certain proposed requirements, such as the mandatory control signal not apply to personal/portable devices.

<sup>3</sup> If the device is trying to communicate over its full distance range it will transmit at full power. If the device’s transmission is “blocked” by walls or people moving in the path of the transmission, the device will transmit at full or higher power. Interference to nearby viewers is not a consideration for TPC. This fact has been long recognized by the FCC and all interference analysis and all FCC compliance testing of devices employing TPC are required to be done at full power.

Let's assume that an unlicensed device is located in bedroom 2 of residence 1 and that the TV band device correctly determines that TV channel 34 is available for use. Under the proposed algorithm, channels  $\pm 1$ ,  $\pm 2$ , and  $\pm 3$  would be scanned to determine the level of TPC applied. For signal levels above -65 dBm, the device can operate at 20 dBm or the Coalition's maximum proposed power of 100 mW.

The NAF data for residence 1 shows that bedroom 2 receives the following DTV signal levels<sup>4</sup>:

DTV Channel No.	31	32	33	<b>34</b>	35	36	37
Signal Level in dBm	-64	-63	X	X	-62	-64	X

X= vacant TV channel

Therefore, based on the values in the above Table, the unlicensed device under the Coalition's algorithm can operate at 100 mW. However, several other rooms in this same residence receive much lower (up to 15 dB lower) but usable DTV signal levels on these channels. For example, the second floor living room and kitchen receive DTV signals on the adjacent TV channel 35 at -78 and -77 dBm levels, respectively.<sup>5</sup> DTV reception at these levels could clearly be interfered with by a device operating in the same home at 100 mW on the adjacent channel. This is not based on some theoretical model but on *actual measured* data placed in the record of this proceeding by NAF.

Clearly, if the so-called "interference eliminating" algorithm can't work in a single family home, it will be ineffective to prevent interference to nearby neighbors. One can easily imagine this same situation occurring in an apartment, condominium or town home environment.<sup>6</sup> As hoping that unlicensed personal/portable devices are always located in the "right" room is not a solution,<sup>7</sup> the Coalition's algorithm clearly doesn't prevent interference given actual measured signal variation in the field.

<sup>4</sup> The NAF study actually measured DTV pilot signal levels which is 11 dB less than the actual energy in the full 6 MHz DTV signal. The values in the chart and the paragraph were adjusted by 11 dB to show the actual received DTV signal levels seen by a DTV receiver or an unlicensed device.

<sup>5</sup> Similarly, on TV channel 36, the second floor kitchen receives a DTV signal at the -78 dBm level and the first floor bedroom 5 receives a DTV signal at the -79 dBm level. Recent FCC test data shows that DTV receivers susceptibility to second adjacent interference can be the same or even worse than from first adjacent operations.

<sup>6</sup> Another example of the invalidity of the Coalition's algorithm is that an unlicensed device in bedroom 5 on the third floor could operate at 100 mW while the same device in the same home's kitchen on the second floor would be limited to less than 1 mW. Further, the higher height of unlicensed operation on the third floor would also suggest that this device would be more of an interference threat to DTV operation on lower floors.

<sup>7</sup> To protect a -83 dBm signal the FCC has proposed a D/U ratio of about -26 dB for adjacent channel operation. This means that the undesired signal can not exceed -57 dBm. The Coalition's algorithm at -83 dBm permits operation at +2 dBm. At 10 meters, a +2 dBm device would emit approximately -50 dBm, a signal 7 dB higher than permitted.

The final factor cited by the Coalition is a transmission mask. In its reply comments, the Coalition notes that its development platform device will comply with a spectrum mask that attenuates out-of-band energy by 55 dB. The mask would require that the out-of-band energy levels from 100 mW or 20 dBm device be attenuated by 55 dB to the -35 dBm level (+20 dBm – 55 dB = -35 dBm). At 10 meters, this -35 dBm level would be attenuated by another 48 dB by propagation loss over this distance so that the permitted level at 10 meters from the device would be -83 dBm. This is the same level as the minimum receivable DTV signal. Since this “out-of-band” energy can be on any channel it can occur on channels being used for DTV reception. While this approach is a slight improvement over 15.209, an unlicensed device complying with this mask could still interfere with DTV receivers 10 or 20 or more meters away.

The Coalition claims that this mask is designed to eliminate interference and “meet or exceed the ATSC standards.” One assumes that this last phrase is consistent with the Coalition’s position in its reply comments that the “varying interference rejection” capabilities of DTV receivers should not impose a burden on unlicensed device operation particularly if such receivers do not fully meet ATSC specifications. In other words, despite its claims to protect TV viewers, the Coalition would protect only those viewers that have TV receivers that meet voluntary ATSC receiver specifications and that do not “burden” unlicensed device operation.<sup>8</sup> As the Coalition should know, such a position will leave millions of viewers in the dark.

**The MSTV/NAB Test Data, And That of Others, Show That Personal/Portable Devices Are Incompatible With Over-the-Air Viewing.**

The Coalition acknowledges that MSTV/NAB have submitted many pages of test data to support their position that unlicensed portable and personal devices operating in the white spaces would pose a threat to broadcasters. However, the Coalition states that MSTV/NAB test data is irrelevant because it did not take into account certain parameters proposed by the Coalition in its reply comments.

In fact, the Coalition has not taken or submitted any test data to support its positions and all of the test data, including data from unlicensed proponents such as NAF, support MSTV and NAB’s technical positions.

To begin, a significant portion of the test and measurement data submitted by MSTV and NAB characterizes the interference susceptibility of today’s DTV receivers. This data is far from irrelevant, as suggested by the Coalition. Rather, it is absolutely essential data needed for the development of technically sound rules and regulations to protect DTV

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<sup>8</sup> It should be noted that the FCC’s recent testing of some of the best performing DTV receivers indicated that “(n)o receiver appeared to fully achieve the ATSC recommended guidelines for interference rejection performance.” MSTV also notes that the language and spirit of Part 15 unlicensed operation places the responsibility of avoiding interference on the Part 15 operator and manufacturer and not on the authorized licensed service.

viewers and permit non-interference fixed broadband operations. These measurements show that operation on both co- and adjacent channels must be avoided within a TV station's contour. Measurement data submitted by the University of Kansas supports the MSTV and NAB test results. The MSTV/NAB receiver tests and measurements also reveal that multiple interference sources and operation on other channels, such as the second adjacent channel and image frequencies, are also a concern. *Recently released FCC DTV receiver test data confirm and further validate the MSTV/NAB tests and findings.*<sup>9</sup> For example, the FCC tests show similar DTV receiver performance for adjacent channel operation. The FCC study also shows interference problems on other channels, such as N+7, consistent with MSTV/NAB data and findings. Finally, the FCC study included extensive testing with regard to multiple interference sources and confirms MSTV/NAB finding that TV receivers can have worse performance when multiple interfering signals are present.

### **Devices Operating at the Out-of-Band Emission Limits of Section 15.209 Will Do Great Harm to the Public's Television Service.**

In its letter, the Coalition appears to fault MSTV and NAB for their focus on the inadequacies of the current out-of-band limits for intentional radiators set forth in Section 15.209 of the FCC's rules. It also asserts that because unintentional radiators such as florescent lights, air conditioners, electric blankets, and battery chargers operate safely in the TV band, somehow TV band devices operating at the limits of Section 15.209 will not harm television reception, notwithstanding evidence to the contrary.

MSTV and NAB are rightly focused on the inadequacy of the Section 15.209 out-of-band emission limits because these limits will *not* protect TV viewers. This issue has been fully explained in both our comments and replies and has been confirmed in extensive testing performed by the Canadian Research Center.<sup>10</sup>

Moreover, to the extent that the Coalition believes that there are now "billions" of devices that produce wideband signals at the 15.109 or 15.209 similar to those that would be produced by an unlicensed white spaces device, we urge the Coalition to produce such devices. We know of no fluorescent light, air conditioner, electric blanket, or battery charger that would have such a spectrum signature. However, we can guarantee if it does, it will certainly interfere with DTV reception since the 15.209 level is actually a higher signal level than the DTV signal at the protected contour.<sup>11</sup>

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<sup>9</sup> See OET Report, FCC/OET 07-TR-1003, *Interference Rejection Thresholds of Consumer Digital Television Receivers Available in 2005 and 2006*, by Stephen R. Martin, Technical Research Branch, Laboratory Division, dated March 30, 2007.

<sup>10</sup> Other commenting parties, such as Motorola and IEEE 802, have also identified the fact that the Section 15.209 limits provide inadequate protection to TV reception.

<sup>11</sup> The Section 15.209 level of 200 microvolts per meter at 3 meters is equivalent to 46 dBu. The DTV protected contour level is 41 dBu.

The Coalition takes issue and calls “incredible” MSTV/NAB’s statement that NAF has admitted that the Section 15.209 protection limits are inadequate. NAF clearly states that “the above requirements in the proposed §15.707 (that specifies the Section 15.209 limit) are inadequate” on page 23 of its document entitled, Technical Comments of the New America Foundation. While we do not dispute that NAF also raised concerns about how this limit was measured, they clearly stated that the requirement itself was inadequate.<sup>12</sup>

### **TV Band Devices Must Be Kept Out of the Contour of Adjacent Channel Stations.**

Although included in the letter under the section concerning “Out-of-Band Emissions,” the Coalition takes issue with MSTV/NAB’s comment that “NAF funded testing of DTV receivers by the University of Kansas shows that TV band device operation on either co-channel or adjacent channels within a TV station’s contour would result in interference to TV viewers, again confirming NAB’s and MSTV’s previous analysis and tests.”

The Coalition, however, fails to provide any data or analysis to refute the above statement or MSTV/NAB’s previous analysis or tests. Nor is any analysis or data provided to rebut MSTV/NAB’s analysis of NAF’s University of Kansas study. The Coalition’s sole response is to merely say this is not so and to quote some general language from the University of Kansas report that states that *if properly implemented* some secondary operation in the TV band is possible – a generic point not disputed by MSTV or NAB.<sup>13</sup> Adjacent channel operation *within* a station’s contour, however, is incompatible with over-the-air reception.

### **Comprehensive Analysis Confirms That By Itself, Spectrum Sensing Will Fail to Prevent TV Band Devices From Operating On Occupied Television Channels.**

The Coalition incorrectly claims that MSTV/NAB’s sensing and interference analyses are unrealistic, as for sensing purposes MSTV/NAB have assumed that the unlicensed device would have its detector “underground” but its transmitting antenna would be “hundreds of feet in the air.”

In fact, a 100 mW device will have a significant interference range whether it is outside, located within a house on the ground floor, or in an apartment on the 20<sup>th</sup> floor. Most cellular telephones operate with similar powers and can communicate to cell towers miles away. The interference ranges of these white spaces devices are similarly in the range of miles – not merely the same home or next door as suggested by the Coalition and others. Simply put, if an unlicensed device fails to correctly “sense” an occupied co- or adjacent channel, it will cause significant and debilitating interference over a very wide area.

In an unsuccessful attempt to demonstrate that such sensing mishaps will not occur, the Coalition points to the fact that they propose sensing at 30 dB below the minimum usable

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<sup>12</sup> NAF has recently filed a letter that MSTV will address in a separate filing.

<sup>13</sup> MSTV and NAB have consistently supported the use of the band for secondary fixed operations to provide new broadband services for the American public.

DTV signal level. What they fail to point out is the fact that there may be considerable physical differences between the receiving systems employed. For example, a TV viewer may be using a high gain antenna of up to 10 dB. The TV antenna may also be located outside on the roof where it has a 7 dB height advantage. The white spaces device may be located indoors or may be subject to a hidden node problem where signal attenuation of the TV signal may be 15 dB or more.<sup>14</sup> The 30 dB margin suggested by the Coalition is clearly not sufficient to deal with these situations that don't involve "the detector underground and the transmitting antenna hundreds of feet in the air."

While the Coalition has claimed that it supports a robust technical debate on this issue, its response to MSTV/NAB suggest that it wants this debate to be devoid of facts, measurements and data. We urge the Commission to see past the Coalition's rhetoric and give attention to the technical analysis and data in the record – all of which suggests that personal/portable devices will cause interference and should not be permitted.

Respectfully submitted,

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<sup>14</sup> NAF submitted data showed differences in TV signal strength within the same home of 20 dB or more and between homes within 1 mile of each of 30 dB or more.