

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

In the Matter of)	
)	
IP-Enabled Services)	WC Docket No. 04-36
)	
Implementation of Sections 255 and 251(a)(2) of The Communications Act of 1934, as Enacted by The Telecommunications Act of 1996: Access to Telecommunications Service Telecommunications Equipment and Customer Premises Equipment by Persons with Disabilities)	WT Docket No. 96-198
)	
Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities)	CG Docket No. 03-123
)	
The Use of N11 Codes and Other Abbreviated Dialing Arrangements)	CC Docket No. 92-105

**PETITION OF VERIZON¹
FOR EXTENSION OF WAIVER**

Verizon requests a limited extension of the waiver of the 711 call handling requirement for interconnected VoIP providers granted by the Commission in the above-captioned dockets on October 9, 2007.² Although Verizon has been working diligently to implement a solution that

¹ The Verizon companies participating in this filing (“Verizon”) are the regulated, wholly owned subsidiaries of Verizon Communications Inc.

² Order and Public Notice Seeking Comment , *IP-Enabled Services; Implementation of Sections 255 and 251(a)(2) of The Communications Act of 1934, as Enacted by The Telecommunications Act of 1996: Access to Telecommunications Service, Telecommunications Equipment and Customer Premises Equipment by Persons with Disabilities; Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities; The Use of N11 Codes and Other Abbreviated Dialing Arrangements*, 22 FCC Rcd 22,319 (2007) (“*VoIP TRS Waiver Order*”).

will enable it to deliver 711 calls to an appropriate relay center, it will not be able to complete that work by April 5, 2008 when the waiver expires. Accordingly, Verizon seeks a limited extension, until the end of the first quarter of 2009, of the waiver in order to complete implementation of 711 call handling capability.

Background

On June 15, 2007, the Commission released its Report and Order in the above-captioned dockets, which required VoIP providers to support 711 abbreviated dialing access to traditional relay services via a voice telephone or a text telephone (TTY).³ On October 9, 2007, the Commission clarified that, in requiring interconnected VoIP providers to route 711 calls to the “appropriate relay center,”⁴ it intended to signify the relay center(s) serving the state in which the caller is geographically located, or the relay center(s) corresponding to the caller’s last registered address. The Commission also granted a six-month waiver of the 711 call handling requirement for interconnected VoIP providers, insofar as it requires them to transmit the 711 call to “an appropriate relay center” as defined in the Commission’s clarification.⁵

As the Commission noted, transmitting 711 calls *via* an interconnected VoIP service, rather than the PSTN, to an appropriate relay provider creates technological challenges for interconnected VoIP providers. This is caused by the fact that in some cases the telephone number associated with a VoIP call will not correspond to the geographic location of the caller.

³ Report and Order, *Implementation of Sections 255 and 251(a)(2) of the Communications Act of 1934, as Enacted by the Telecommunications Act of 1996: Access to Telecommunications Service, Telecommunications Equipment and Customer Premises Equipment by Persons with Disabilities; Telecommunications Relay Services and Speech-to-Speech Services for Individuals With Hearing and Speech Disabilities*, 22 FCC Rcd 11,275 (2007) (“VoIP TRS Order”).

⁴ VoIP TRS Order ¶ 42.

⁵ VoIP TRS Waiver Order ¶ 11.

Since the Commission's *VoIP TRS Order*, Verizon has enabled customers of its retail interconnected VoIP services to dial 711 for access to TRS services. However, because of the technological challenges noted by the Commission, Verizon has directed all 711-dialed calls from its interconnected VoIP service customers to a single relay center. This has ensured that the calls can be completed appropriately and are not rejected or dropped as a result of non-geographically relevant numbers.⁶ At the same time, as discussed below, Verizon has been working to implement the capability of directing 711 calls to an appropriate relay center, as defined by the Commission's clarification.

Verizon's Work To Date

Verizon has been working hard to implement the capability to route 711 calls to the relay center that serves a VoIP caller's registered location. First, Intrado has informed Verizon (and others in the industry) that it is developing a service to direct 711 calls from VoIP customers where the customer's phone number is not geographically relevant to an appropriate PSAP. Verizon has met with Intrado to discuss the capabilities that Intrado is developing, and has asked for a proposal. Intrado has informed Verizon that it expects to have its capability deployed in the fourth quarter of 2008. Verizon would then need to test this capability first in the lab, followed by production testing.

Verizon is also investigating the feasibility and level of effort that would be required to develop a solution on its own. Verizon estimates that the time to design, implement, and test a solution based on its own internal systems would also take at least 12 months. In either case, therefore, Verizon would be unable to route 711 calls from retail customers of its interconnected

⁶ Some TRS centers will not accept calls that appear (based on phone number) to be from an out-of-state caller to an out-of-state recipient. In addition, if the call appears (based on phone number) to be an interexchange call and the TRS center's default interexchange carrier does not have a way to bill the caller for the call, it may refuse to complete the call.

VoIP service to an appropriate relay center, as defined by the Commission, before the first quarter of 2009. Accordingly, Verizon requests that the Commission extend the waiver granted in the *VoIP TRS Waiver Order* until April 1, 2009.⁷

Additional Work Needed

Once Verizon's solution is in place (whether it purchases service from Intrado or develops its own solution), 711 calls from retail interconnected VoIP service customers will be delivered to the correct TRS center, but additional work by the industry, including the TRS providers, will still be needed. Although Verizon will be able to deliver 711 calls to an appropriate relay center, those calls will carry the VoIP customer's assigned NANP number. Because that number might not be geographically relevant, it could look like it is from an end user in a state different from the one served by the TRS center. As a result, TRS providers may need to make changes to their systems and/or procedures to ensure that calls are not inappropriately rejected.

Moreover, if a caller using interconnected VoIP service dials 711 to place an emergency call and has a non-geographically relevant NANP number (whether the customer's service is nomadic or fixed), the TRS operator may not be able to direct the call to an appropriate PSAP – even if the VoIP provider has delivered the call to the TRS center for the state where the caller is located rather than the one represented by the caller's NPA-NXX. In cases where the caller cannot communicate his or her location, the TRS operator will not know which PSAP to contact.⁸ The TRS center must have a way of identifying the call as a VoIP call and have access

⁷ This timing is consistent with Qwest's request for extension of time. *See* Qwest Communications Corporation Petition for an Extension of Time To Implement VoIP 711-Dialing in a Nomadic Context (March 7, 2008) at 5.

⁸ As USTelecom explained in its petition for waiver, if a deaf or hard of hearing caller uses a TTY device connected to an interconnected VoIP service and dials 911 directly, the call

to a database that can associate the caller's "foreign" NPA-NXX with the caller's Registered Location.⁹ Alternatively, the TRS center might receive the caller's Registered Location from the VoIP provider.¹⁰ One of these methods is needed to enable the TRS center to send the call to an appropriate PSAP – one that the caller would have reached if he or she had dialed 911 directly or one that is capable of enabling the dispatch of emergency services to the caller in an expeditious manner. In addition, when the TRS operator completes the call to the appropriate PSAP, there must be some means of transmitting the caller's address or location to the PSAP either directly or by applying a "pseudo-ANI" to signal the ALI database to check a third party's database of Registered Location. As Verizon has explained,¹¹ the technical and practical challenges that must be solved to make sure that a caller dialing 711 to make an emergency call reaches an appropriate PSAP cannot be solved by any individual provider on its own. Instead, addressing these challenges will take a joint effort by TRS providers, interconnected VoIP service providers, public safety agencies and others.

will be routed through the selective router over the wireline E911 network to the PSAP that serves the caller's Registered Location, just as it would be for a hearing VoIP caller. This is true whether the customer's interconnected VoIP service is fixed or nomadic, and whether or not the customer's NANP number reflects the geographic location where the caller is located. *See* United States Telecom Association Petition for Waiver of Certain Regulations Concerning Provision of 711 Dialing (Sept. 21, 2007) at 6. Accordingly, Verizon reminds users to dial 911 directly in an emergency. *See VoIP TRS Waiver Order* ¶ 15.

⁹ For example, TRS Centers may work with Intrado or other third-party database providers to develop a method by which the third-party database providers would provide a caller's Registered Location to the TRS Center based on the caller's phone number.

¹⁰ This would require agreement between VoIP providers, third party database providers, and TRS Centers to develop and implement a means by which Registered Location information could be inserted in signaling messages and sent to the TRS Center with each call.

¹¹ *See* Reply Comments of Verizon (Dec. 17, 2007) at 3.

Requested Extension

The Commission plainly has the authority to waive its own rules: “Any provision of the rules may be waived by the Commission on its own motion or on petition if good cause therefor is shown.” 47 C.F.R. § 1.3. The Commission may exercise its discretion to waive a rule when the particular facts make strict compliance inconsistent with the public interest. In addition, the Commission may “take into account considerations of hardship, equity, or more effective implementation of overall policy” on an individual basis.¹² In short, a waiver is justified when circumstances warrant a deviation from general rules and such deviation will serve the public interest.¹³

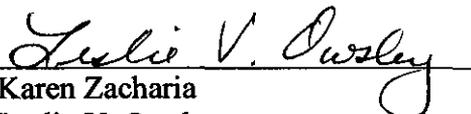
Here, the Commission has already concluded that a waiver is justified. Despite having undertaken significant work to address the technical challenges, however, Verizon will be unable to come into compliance with the requirement to deliver 711 calls from retail interconnected VoIP customers within the six-month time frame granted by the Commission. Accordingly, Verizon requests a limited extension of the waiver until April 1, 2009 in order to complete the work needed to meet this requirement.

¹² *WAIT Radio v. FCC*, 418 F.2d 1153, 1159 (D.C. Cir. 1969), *cert. denied*, 409 U.S. 1027 (1972); *Northeast Cellular Telephone Co. v. FCC*, 897 F.2d 1164, 1166 (D.C. Cir. 1990).

¹³ *Northeast Cellular*, 897 F.2d at 1166; *see also* Order, *Allband Communications Cooperative Petition for Waiver of Sections 69.2(hh) and 69.601 of the Commission’s Rules*, 20 FCC Rcd 13,566 (2005).

Respectfully submitted,

Michael E. Glover
Of Counsel


Karen Zacharia
Leslie V. Owsley
1515 North Courthouse Road
Suite 500
Arlington, Virginia 22201

(703) 351-3158

Attorneys for Verizon

March 27, 2008