

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

In the Matter of )
)
THE DISTRICT OF COLUMBIA’S OFFICE OF ) FCC File No. 0006632111
UNIFIED COMMUNICATIONS )
)
Request for Waiver of Section 90.529(b)(1) of the )
Commission’s Rules )

ORDER

Adopted: April 14, 2015

Released: April 14, 2015

By the Deputy Chief, Policy and Licensing Division, Public Safety and Homeland Security Bureau:

I. INTRODUCTION

1. In this Order, we grant the District of Columbia’s Office of Unified Communication (OUC or District) a waiver of Section 90.529(b)(1)1 of the Commission’s rules to permit the acceptance of OUC’s late-filed interim “substantial service” showing for its license for 700 MHz state channels under call sign WPTZ766.2 Section 90.529(b)(1) requires licensees on state channels to certify that they were providing or prepared to provide substantial service to one-third of their population or territory by June 13, 2014.

II. BACKGROUND

2. OUC provides oversight for frequencies licensed to the District and coordinates regional radio interoperability.3 Included in the licenses which OUC manages is a license permitting the District to operate on state channels in the 700 MHz band under call sign WPTZ766. The state channels consist of ninety-six channel pairs (12.5 kHz bandwidth) from the public safety narrowband segment of the 700 MHz band that are reserved for use by each state, territory, district or possession.4

3. In order to ensure efficient use of the state channels, the Commission established a five-year interim and a ten-year final benchmark for state licensees to provide specified levels of “substantial service” within their statewide license areas.5

4. Section 90.529(b)(1) of the Commission’s rules specifies June 13, 2014 as the due date for state licensees to file their interim five-year benchmark showing.6 By this date, state licensees were to

1 47 C.F.R. § 90.529(b)(1).

2 See ULS File No. 0006632111 (District of Columbia Schedule K Filing) and associated attachments.

3 See attachment to District of Columbia’s Schedule K Filing labeled “Waiver Request” at 1 (Waiver Request).

4 47 C.F.R. § 90.531(b)(5).

5 “Substantial service” is defined as the construction and operation of facilities on state channels which is “sound, favorable, and substantially above a level of mediocre service which just might minimally warrant renewal.” 47 C.F.R. § 90.529(c).

6 47 C.F.R. § 90.529(b)(1). See also Service Rules Governing Public Safety Narrowband Operations in the 769-775/799-805 MHz Bands, WT Docket 96-86, Declaratory Ruling, 26 FCC Rcd 10895, 10896 ¶ 5 (2011) (continued....)

certify that they were providing or prepared to provide substantial service to one-third of their population or territory.<sup>7</sup>

5. Prior to the June 13, 2014 deadline, the Public Safety and Homeland Security Bureau (Bureau) issued a *Public Notice* providing state licensees guidance on how to demonstrate compliance with the interim substantial service benchmark.<sup>8</sup> To facilitate staff review of substantial service showings, the Bureau provided examples of specific information to submit for review, including the type of public safety service being provided, a list of which state channels are used in the state system, and the percentage of population or territory served by the composite footprint of the state system.<sup>9</sup>

6. On January 23, 2015, the District filed its interim substantial service certification along with a request for waiver of the June 13, 2014 deadline.<sup>10</sup>

7. In its request for waiver, OUC states it missed the deadline for filing the interim “substantial service” benchmark showing, because an employee who was transitioning from the OUC failed to alert management of the impending deadline for the filing.<sup>11</sup>

8. Nonetheless, OUC indicates that the District met its “substantial service” benchmark many months prior to the June 13, 2014 deadline.<sup>12</sup> According to OUC, the District installed a Project 25 radio system using twenty-four state channels which provides coverage to one hundred percent of its population.<sup>13</sup> Furthermore, OUC states that the District’s state channels are programmed into over 4,800 Metropolitan Police Department radios.<sup>14</sup> It indicates that the Project 25 system was operational by December 2012.<sup>15</sup>

### III. DISCUSSION

9. To obtain a waiver of the Commission’s rules, a petitioner must demonstrate either that: (i) the underlying purpose of the rule(s) would not be served or would be frustrated by application to the present case, and that a grant of the waiver would be in the public interest;<sup>16</sup> or (ii) in view of unique or (Continued from previous page) \_\_\_\_\_  
(*Declaratory Ruling*); *Order*, 27 FCC Rcd 15010 (PSHSB 2012) (conforming section 90.529(b) of the FCC’s rules regarding the substantial service deadlines for state-licensed 700 MHz public safety narrowband channels to comport with the deadlines specified in the Commission’s *Declaratory Ruling*).

<sup>7</sup> See 47 C.F.R. § 90.529(b)(1). For the ten-year benchmark, state licensees must certify that they are providing or are prepared to provide substantial service to two-thirds of their population or territory. The due date for the ten-year benchmark showing is June 13, 2019. See 47 C.F.R. § 90.529(b)(2).

<sup>8</sup> Public Safety and Homeland Security Bureau Provides Guidance to 700 MHz Narrowband State Licensees Regarding Interim Substantial Service Benchmark Showing Due on June 13, 2014, *Public Notice*, 29 FCC Rcd 3706 (PSHSB 2014).

<sup>9</sup> *Id.* For purposes of reviewing interim benchmark showings by state licensees, the Bureau stated that it “will consider coverage on any state channel in a state licensee’s system sufficient to establish coverage for purposes of defining the licensee’s composite footprint.” *Id.* at note 9.

<sup>10</sup> See District of Columbia Schedule K Filing and Waiver Request.

<sup>11</sup> Waiver Request at 2.

<sup>12</sup> *Id.* at 1-2. See also attachment to District of Columbia’s Schedule K Filing labeled “Justification Letter” (Justification Letter) and “2014 40dBu contour” (Contour Map).

<sup>13</sup> Waiver Request at 1. OUC states that, in order to avoid interference, it entered into a sharing agreement with its neighbor licensees the State of Maryland and the Commonwealth of Virginia. As a result of this sharing agreement, the District has access to only twenty-four of the ninety-six state channels. *Id.*

<sup>14</sup> Waiver Request at 2.

<sup>15</sup> *Id.* at 1.

<sup>16</sup> 47 C.F.R. § 1.925(b)(3)(i).

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.<sup>17</sup> An applicant seeking a waiver faces a high hurdle and must plead with particularity the facts and circumstances that warrant a waiver.<sup>18</sup> Based on the record before us, we find that the District has shown that its request should be granted under the first prong of the waiver standard.

10. The underlying purpose of the substantial service requirement is to ensure efficient use of state channels including service to “rural, remote and insular areas.”<sup>19</sup> To this end, Section 90.529(b)(1) establishes a deadline for state licensees to certify that they are meeting the interim benchmark by providing or being prepared to provide substantial service to one third of their population or territory.<sup>20</sup> A state licensee is deemed “prepared” to provide substantial service if it certifies that a radio system has been approved and funded by the deadline date.<sup>21</sup> The Commission’s rules also recognize that state licensees that do not meet the interim substantial service benchmark, *e.g.*, because they have failed to construct or receive funding for any facilities by the deadline, will be subject to license cancellation or modification.<sup>22</sup> As noted above, the Bureau provided state licensees guidance on how to demonstrate that they met the interim substantial service showing.<sup>23</sup>

11. Consistent with the Commission’s rules and policies as well as the Bureau’s guidance, Commission staff confirmed that the District satisfied the interim substantial service benchmark. Prior to the June 13, 2014 deadline, the District successfully installed twenty-four state channels into a radio system providing coverage to one-hundred percent of its population.<sup>24</sup> Thus, the District needs a waiver solely because it failed to file its certification prior to the deadline.

12. The Commission has previously explained that for certain Wireless Radio Services, including the Private Land Mobile Radio Service, the purpose of our construction notification requirements is to “verify whether licensees have in fact met their construction and coverage obligations, not to terminate licenses for legitimately operating facilities based on a failure to notify by the licensee.....”<sup>25</sup> Furthermore, the Commission has advised any licensee missing a construction notification

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<sup>17</sup> 47 C.F.R. § 1.925(b)(3)(ii).

<sup>18</sup> *WAIT Radio v. FCC*, 413 F.2d 1153, 1157 (D.C. Cir. 1969) (*WAIT Radio*), *aff’d*, 459 F.2d 1203 (1973), *cert. denied*, 409 U.S. 1027 (1972) (*citing Rio Grande Family Radio Fellowship, Inc. v. FCC*, 406 F.2d 664 (D.C. Cir. 1968)); *Birach Broad. Corp., Memorandum Opinion and Order*, 18 FCC Rcd 1414, 1415 (2003).

<sup>19</sup> *See* Development of Operational, Technical and Spectrum Requirements for Meeting Federal, State and Local Public Safety Agency Communications Requirements Through the Year 2010, WT Docket No. 96-86, *Third Memorandum Opinion and Order and Third Report and Order*, 15 FCC Rcd 19844, 19869 ¶ 62 (2000) (*Third R&O*). *See also* State of Iowa, *Order*, 29 FCC Rcd 11899, 11900 ¶ 7 (granting Iowa a conditional waiver of the substantial service requirement).

<sup>20</sup> *See* 47 C.F.R. § 90.529(b)(1).

<sup>21</sup> *See* 47 C.F.R. § 90.529(c).

<sup>22</sup> *See* 47 C.F.R. §§ 90.529(d) and (e).

<sup>23</sup> *See supra* ¶ 5.

<sup>24</sup> Waiver Request 1-2. *See also* Justification Letter at 2 and Contour Map at 1.

<sup>25</sup> *See* Biennial Regulatory Review – Amendment of Parts 0, 1, 13, 22, 24, 26, 27, 80, 87, 90, 95 and 101 of the Commission’s Rules to Facilitate the Development of the Universal Licensing System in the Wireless Telecommunications Services, *Report and Order*, 13 FCC Rcd 21027, 21076 ¶ 106 (1998).

deadline that it may seek a waiver of the Commission's rules but must certify that "it did meet the construction or coverage requirement and provide the date by which the licensee met that requirement."<sup>26</sup>

13. Consequently, under the circumstances presented, we find that granting the District a waiver of Section 90.529(b)(1) would not frustrate the underlying purpose of the rule, because it satisfied the interim benchmark by providing substantial service to more than one-third of its population and it did so prior to the deadline.

14. Finally, we find that the public interest is served by granting the District a waiver of Section 90.529(b)(1) and allowing it to retain its license for the state channels. The Commission established a geographic area licensing scheme for all state licensees so that each state or territory would have latitude to plan and develop shared wide-area networks under a substantially streamlined licensing process.<sup>27</sup> Absent a waiver of Section 90.529(b)(1), the District would lose its license which could present a severe threat to national security and public safety in the District.<sup>28</sup> Consequently, we find it in the public interest to grant the District's request for a waiver of Section 90.529(b)(1) so that it can continue to provide a wide-area network under a substantially streamlined licensing process thereby enhancing the safety of the District's citizens and their property.

#### IV. ORDERING CLAUSES

15. Accordingly, IT IS ORDERED, pursuant to Section 4(i) of the Communications Act of 1934, as amended, 47 U.S.C. § 154(i), and Section 1.925 of the Commission's rules, 47 C.F.R. § 1.925, that the waiver request filed by the District of Columbia's Office of Unified Communications IS GRANTED. We instruct staff to process the associated Schedule K application, ULS File number 0006632111, accordingly.

16. This action is taken under delegated authority pursuant to Sections 0.191 and 0.392 of the Commission's rules, 47 C.F.R. §§ 0.191, 0.392.

FEDERAL COMMUNICATIONS COMMISSION

Michael J. Wilhelm  
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<sup>26</sup> See Wireless Telecommunications Bureau Announces the Deployment of "Auto Term," the Automated Feature in its Universal Licensing System that Identifies Unconstructed Stations Resulting in Automatic Termination of Licenses, *Public Notice*, 21 FCC Rcd 163, 167 (WTB 2006).

<sup>27</sup> *Third R&O*, 15 FCC Rcd at 19869 ¶ 57.

<sup>28</sup> Waiver Request at 2.