

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

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| In the Matter of |) | |
| |) | |
| Amendment of Section 73.622(j), Table of |) | MB Docket No. 22-118 |
| Allotments, Television Broadcast Stations |) | RM-11924 |
| (Helena, Montana) |) | |

NOTICE OF PROPOSED RULEMAKING

Adopted: March 10, 2022

Released: March 10, 2022

Comment Date: [30 days after date of publication in the Federal Register]

Reply Comment Date: [45 days after date of publication in the Federal Register]

By the Chief, Video Division, Media Bureau:

I. INTRODUCTION

1. The Video Division, Media Bureau has before it a petition for rulemaking filed December 21, 2021 by Scripps Broadcasting Holdings LLC (Petitioner or Scripps), the licensee of KTVH-DT (Station or KTVH-DT), channel 12, Helena, Montana.¹ The Petitioner requests the substitution of channel 31 for channel 12 at Helena, Montana, in the Table of Allotments.²

II. BACKGROUND

2. In support of its channel substitution request, the Petitioner states that the Commission has recognized that VHF channels have certain characteristics that pose challenges for their use in providing digital television service, including propagation characteristics that allow undesired signals and noise to be receivable at relatively far distances.³ According to the Petitioner, it has received many complaints from viewers unable to receive a reliable signal on channel 12.⁴ The Engineering Statement

¹ Petition of Scripps Broadcasting Holding LLC for Rulemaking (LMS File No. 0000177547, filed Dec. 25, 2021) (Petition). The Petitioner amended its petition on January 25, 2022 to clarify that, while this rulemaking petition was filed contemporaneously with a number of channel change requests Scripps filed for its other Montana television stations, the loss analysis here is not impacted by those requests because the other Montana stations do not carry NBC network programming. *See* LMS File Nos. 0000177584 (KPAX-TV, Missoula, Montana); 0000177585 (KBZK, Bozeman, Montana); 0000177543 (KRTV, Great Falls, Montana); and 0000177550 (KXLF-TV, Butte, Montana).

² The Commission recently released an Order adopting a revised Table of Allotments, 47 CFR § 73.622(j), to codify Commission actions taken over the past several years that modified the Post-Transition Table of DTV Allotments, 47 CFR § 73.622(i), as it appears in the October 1, 2018 version of the Code of Federal Regulations. *See Expanding the Economic and Innovation Opportunities of Spectrum Through Incentive Auction*, Docket No. 12-268, Order, FCC 21-111 (rel. Oct. 25, 2021). These actions primarily related to the incentive auction and repacking process authorized by the Spectrum Act. *See* Middle Class Tax Relief and Job Creation Act of 2012, Pub. L. No. 112-96, §§ 6402 (codified at 47 U.S.C. § 309(j)(8)(G)), 6403 (codified at 47 U.S.C. § 1452), 126 Stat. 156 (2012). If the Media Bureau adopts the Petitioner's proposed channel substitution, it will amend the recently adopted Table of Allotments.

³ Petition at 2, citing *Innovation in the Broadcast Television Bands: Allocations, Channel Sharing and Improvements to VHF*, ET Docket No. 10-235, Notice of Proposed Rulemaking, 25 FCC Rcd 16498, 16511, para. 42 (2010).

⁴ Petition at 2-3.

provided with the Petition confirms that the proposed channel 31 contour would continue to reach virtually all of the population within the Station's current service area and fully cover the city of Helena.⁵ An analysis using the Commission's *TVStudy* software tool indicates that KTVH-DT's move from channel 13 to channel 31 is predicted to create an area where 2,168 persons are predicted to lose service.⁶ The loss area, however, is partially overlapped by the noise limited contours of other NBC affiliated stations and reduces the number of people who are predicted to lose NBC network service to 226 persons.⁷ Taking these other stations into account, less than 500 persons would lose NBC service if KTVH moves to channel 31, which Petitioner argues is *de minimis*.⁸

III. DISCUSSION

3. We believe that the Petitioner's channel substitution proposal warrants consideration. Channel 31 can be substituted for channel 12 at Helena, Montana, as proposed, in compliance with the principal community coverage requirements of section 73.625(a) of the Commission's rules (rules),⁹ at coordinates 46° 49' 29.4" N and 111° 42' 15.6" W.¹⁰ In addition, we find that this channel change meets the technical requirements set forth in sections 73.616 and 73.623 of the rules.¹¹ Although the Petitioner's proposal would result in a loss of NBC network programming to some viewers, we find that the overall benefits of the proposed channel change outweigh any possible harm to the public interest, given the fact that the loss of NBC service is ultimately *de minimis* when taking into account the ability of those viewers to access NBC programming from other over-the-air television.¹² In addition, viewers in the loss area would continue to have access to other major network programming.¹³ Thus, we propose to substitute channel 31 for channel 12 for KTVH-DT with the following specifications:

| <u>City and State</u> | <u>Channel</u> | <u>Power (kW)</u> | <u>Antenna HAAT (m)</u> |
|-----------------------|----------------|-------------------|-------------------------|
| Helena, Montana | 31 | 530 | 671.2 |

⁵ Engineering Statement at 2.

⁶ *Id.* at 4 and Figure 1.

⁷ *Id.* See *WSET, Inc.*, 80 FCC 2d 233, 246 (1980) (finding that loss of network service to less than 500 persons is *de minimis*). We note that in its calculation of viewer loss, Scripps relies on the NBC network service provided by Class A television station KDBZ-CD, Bozeman, Montana, as well as low power television (LPTV) station KTGF-LD, Great Falls, Montana, which is the NBC network affiliate in Great Falls. While the LPTV station is secondary and can be displaced, we believe given the rural nature of Montana and neighboring states it is unlikely the LPTV station would be displaced, and if it was, Scripps would easily be able to find a displacement channel for it.

⁸ Petition at 3-4; Amended Engineering Statement at 4.

⁹ 47 CFR § 73.625(a).

¹⁰ Since the proposed facility is located within the Canadian coordination zone, concurrence from the Canadian government must be obtained for this allotment.

¹¹ 47 CFR §§ 73.616, 73.623.

¹² See *supra* para. 2 and note 7.

¹³ The Amended Engineering Statement shows that the loss area is partially overlapped the noise limited contours of KRTV (CBS), KFBB-TV (ABC/FOX), and KUGF-TV (PBS), Great Falls, Montana; KUFM-TV (PBS) and KECI-TV (NBC) Missoula, Montana; and KCFW (NBC), Kalispell, Montana. Amended Engineering Statement at 4. Thus, viewers in the loss area would continue to have access to other major network programming.

4. Accordingly, we seek comment on the proposed amendment of the Table of Allotments, section 73.622(j) of the rules,¹⁴ for the community listed below, to read as follows:

| <u>City and State</u> | <u>Channel No.</u> | |
|-----------------------|--------------------|-----------------|
| | <u>Present</u> | <u>Proposed</u> |
| Helena, Montana | 12, 29 | 29, 31 |

IV. PROCEDURAL MATTERS

5. *Showings Required.* Comments are invited on the proposal discussed in this Notice of Proposed Rulemaking (*NPRM*). The Petitioner or any proponent that expresses interest in the allotment will be expected to answer whatever questions are presented in initial comments. The petitioner of a proposed allotment is required to file comments even if it only resubmits or incorporates by reference its former pleadings. The petitioner must restate its present intention to apply for the channel if it is allotted and, if authorized, to build a station promptly.¹⁵ Failure to file may lead to denial of the request. Any requests by a proponent for withdrawal or dismissal of an allotment request must be filed with the Commission in accordance with section 1.420(j) of the rules.¹⁶

6. *Cut-off Protection.* The following procedures will govern the consideration of the filings in this proceeding:

- (a) Counterproposals advanced in this proceeding itself will be considered, if advanced in initial comments, so that parties may comment on them in reply comments. They will not be considered if advanced in reply comments.¹⁷
- (b) The filing of a counterproposal may lead the Commission to allot a different channel than was requested in the Petition.¹⁸

7. *Comments and Reply Comments.* Pursuant to sections 1.415, 1.419, and 1.420 of the rules,¹⁹ interested parties may file comments and reply comments on or before the dates indicated on the first page of this document. Comments may be filed using the Commission's Electronic Comment Filing System (ECFS).²⁰

- **Electronic Filers:** Comments may be filed electronically using the Internet by accessing the ECFS: <http://apps.fcc.gov/ecfs/>. Parties that choose to file electronically only need to submit one copy of each filing so long as the submission conforms to all procedural and filing requirements. Online filing is optional.
- **Paper Filers:** Parties who choose to file by paper must file an original and one copy of each filing. Filings can be sent by hand or messenger delivery, by commercial overnight courier, or by first-class or overnight U.S. Postal Service mail. All filings must be addressed to the Commission's Secretary, Office of the Secretary, Federal Communications Commission. Any paper filing that is not addressed to the Office of the Secretary will be treated as filed on

¹⁴ 47 CFR § 73.622(j).

¹⁵ See, e.g., *Buffalo, Iola, Normangee, and Madisonville, Texas*, MB Docket No. 07-729, Report and Order, 24 FCC Rcd 8192, 8194, para. 9 (Aud. Div. 2009).

¹⁶ 47 CFR § 1.420(j).

¹⁷ 47 CFR § 1.420(d).

¹⁸ 47 CFR § 1.420(g)(2).

¹⁹ 47 CFR §§ 1.415, 1.419, and 1.420.

²⁰ See *Electronic Filing of Documents in Rulemaking Proceedings*, 63 FR 24121 (1998).

the day it is received in the Office of the Secretary. Accordingly, failure to follow the specified requirements may result in the treatment of a filing as untimely.

- Commercial overnight mail (other than U.S. Postal Service Express Mail and Priority Mail) must be sent to 9050 Junction Drive, Annapolis Junction, MD 20701.
- U.S. Postal Service first-class, Express, and Priority mail must be addressed to 45 L Street, NE, Washington, D.C. 20554.
- Effective March 19, 2020, and until further notice, the Commission no longer accepts any hand or messenger delivered filings. This is a temporary measure taken to help protect the health and safety of individuals, and to mitigate the transmission of COVID-19.²¹
- During the time the Commission's building is closed to the general public and until further notice, if more than one docket or rulemaking number appears in the caption of a proceeding, paper filers need not submit two additional copies for each additional docket or rulemaking number; an original and one copy are sufficient.

8. *Service.* Pursuant section 1.420 of the rules,²² all submissions by parties to this proceeding or by persons acting on behalf of such parties must be made in written comments, reply comments, or other appropriate pleadings. The person filing the comments shall serve comments on the petitioners. Reply comments shall be served on the person(s) who filed comments to which the reply is directed. A certificate of service shall accompany such comments and reply comments.²³ Additionally, a copy of such comments should be served on counsel for petitioner, as follows:

Christina A. Burrow, Esq.
Cooley LLP
1299 Pennsylvania Avenue, NW
Washington, D.C. 20004-2400

9. *Ex Parte Notices– Restricted.* The proceeding this Notice initiates shall be treated as a “restricted” proceeding in accordance with the Commission's *ex parte* rules.²⁴ For purposes of this restricted notice and comment rulemaking proceeding, members of the public are advised that no *ex parte* presentations are permitted from the time the Commission adopts a notice of proposed rulemaking until the proceeding has been decided and such decision in the applicable docket is no longer subject to reconsideration by the Commission or review by any court.²⁵ An *ex parte* presentation is not prohibited if specifically requested by the Commission or staff for the clarification or adduction of evidence or resolution of issues in the proceeding.²⁶ However, any new written information elicited from such a request or any summary of any new information shall be served by the person making the presentation upon the other parties to the proceeding in a particular docket unless the Commission specifically waives

²¹ See *FCC Announces Closure of FCC Headquarters Open Window and Change in Hand-Delivery Policy*, Public Notice, 35 FCC Rcd 2788 (2020).

²² 47 CFR § 1.420.

²³ See 47 CFR §1.420(a), (b), and (c).

²⁴ 47 CFR §§ 1.1200 *et seq.*

²⁵ 47 CFR § 1.1208.

²⁶ 47 CFR § 1.1204(a)(10).

this service requirement.²⁷ Any comment that has not been served on the petitioner constitutes an *ex parte* presentation and shall not be considered in the proceeding. Any reply comment which has not been served on the person(s) who filed the comment, to which the reply is directed, constitutes an *ex parte* presentation and shall not be considered in the proceeding.

10. *Availability of Documents.* Comments, reply comments, and *ex parte* submissions will be available for public inspection via ECFS (<http://apps.fcc.gov/ecfs/>). Documents will be available electronically in ASCII, Microsoft Word, and/or Adobe Acrobat.

11. *Paperwork Reduction and Regulatory Flexibility.* The Commission has determined that the relevant provisions of the Regulatory Flexibility Act of 1980, as amended,²⁸ do not apply to a rulemaking proceeding to amend the Table of Allotments, section 73.622(j) of the rules.²⁹ This document does not contain proposed information collection requirements subject to the Paperwork Reduction Act of 1995.³⁰ In addition, therefore, it does not contain any proposed information collection burden “for small business concerns with fewer than 25 employees,” pursuant to the Small Business Paperwork Relief Act of 2002.³¹

12. *People with Disabilities.* To request materials in accessible formats for people with disabilities (braille, large print, electronic files, audio format), send an e-mail to fcc504@fcc.gov or call the Consumer & Governmental Affairs Bureau at 202-418-0530 (voice), 202-418-0432 (tty).

13. *Additional Information.* For further information concerning the proceeding listed above, contact Joyce Bernstein, Video Division, Media Bureau, (202) 418-1647, Joyce.Bernstein@fcc.gov.

V. ORDERING CLAUSES

14. **IT IS ORDERED** that, pursuant to authority found in 47 U.S.C. sections 4(i), 5(c)(1), 303(g) and (r), and 307(b) of the Communications Act of 1934, as amended, 47 U.S.C. §§ 154(i), 155(c)(1), 303(g), (r), and 307(b) and sections 0.61, 0.204(b), and 0.283 of the rules, 47 CFR §§ 0.61, 0.204(b), and 0.283, **IT IS PROPOSED TO AMEND** the Table of Allotments, section 73.622(j) of the rules, 47 CFR § 73.622(j), as set forth in this *NPRM*, and this *NPRM IS ADOPTED*.

15. **IT IS FURTHER ORDERED** that, pursuant to applicable procedures set forth in sections 1.415, 1.419, 1.420 of the rules, 47 CFR §§ 1.415, 1.419, and 1.420, interested parties may file comments, including counterproposals, on the *NPRM* in MB Docket No. 22-118 and RM-11924 on or

²⁷ 47 CFR § 1.1204(a)(10)(ii). In addition, an oral presentation in a restricted proceeding not designated for hearing requesting action by a particular date or giving reasons that a proceeding should be expedited other than the need to avoid administrative delay is permitted. A detailed summary of the presentation must be filed in the record and served by the person making the presentation on the other parties to the proceeding, who may respond in support or opposition to the request for expedition, including by oral *ex parte* presentation, subject to the same service requirement. 47 CFR § 1.1204(a)(11).

²⁸ See 5 U.S.C. § 603. The RFA, *see* 5 U.S.C. § 601 *et seq.*, has been amended by the Small Business Regulatory Enforcement Fairness Act of 1996 (SBREFA), Pub. L. No. 104-121, Title II, 110 Stat. 857 (1996). The SBREFA was enacted as Title II of the Contract with America Advancement Act of 1996 (CWAAA).

²⁹ 47 CFR § 73.622(j).

³⁰ See 44 U.S.C. §§ 3501-3520.

³¹ See 44 U.S.C. § 3506(c)(4).

before thirty (30) days after publication in the Federal Register and reply comments on or before forty five (45) days after publication in the Federal Register.

FEDERAL COMMUNICATIONS COMMISSION

Barbara A. Kreisman
Chief, Video Division
Media Bureau