ORDER

Adopted: September 29, 2023 Released: September 29, 2023

By the Chief, Wireless Telecommunications Bureau:

I. INTRODUCTION

1. By this Order, the Wireless Telecommunications Bureau (Bureau) partially grants GCI’s Second Supplemental Waiver Petition (Second Supplemental Petition) and Third Supplemental Waiver Petition (Third Supplemental Petition) for GCI’s drive testing, as specified below. Specifically, for all but four grid cells raised in GCI’s second and third supplemental petitions, we waive the 15 mph threshold for in-motion drive tests. For those 25 grid cells, we will accept GCI’s original drive test results. For one grid cell on Adak Island, we allow GCI to perform testing in a proxy grid cell. Because we grant the aforementioned relief for all grid cells raised in the Second Supplemental Petition and Third Supplemental Petition, we dismiss as moot GCI’s request for a waiver to permit unmanned aircraft system (UAS) testing in two grid cells. We also grant an extension of GCI’s deadline for completing drive retesting in three grid cells in Utqiagvik until November 1, 2023 and extend that relief to all retested grid cells.

II. BACKGROUND

2. Mobile-provider participants in the Alaska Plan receiving more than $5 million annually must support their year five and year ten “minimum upload and download speed certifications” with “data from drive tests showing mobile transmissions to and from the network meeting or exceeding the speeds delineated in the approved performance plans.” The Alaska Drive Test Order specified the following requirements for such drive tests: “Within each selected grid cell, a carrier must conduct a minimum of

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20 tests, no less than 50% of which are to be conducted while in motion from a vehicle. . . A mobile test should initiate when moving away from the location of a stationary test after having reached the speed of the surrounding traffic, or a safe and reasonable operating speed in the event no traffic is present.”3

Under the drive-test methodology, if a grid cell does not meet the requirements set forth in the Alaska Drive Test Order (including the 50% threshold for in-motion drive tests), the grid cell does not “pass,” and the population in that grid cell would not be counted toward population coverage commitments.4

3. In response to GCI’s drive-test submission for its five-year certification, Commission staff sent a letter regarding GCI’s use of low in-motion driving speeds (Letter).5 The Letter stated that the low driving speeds of some of the in-motion tests were inconsistent with the requirements of the Alaska Plan Order and the Alaska Drive Test Order.6 Specifically, the Letter stated that, “[i]n a significant number of grid cells, most of GCI’s in-motion drive tests were performed at extremely low speeds that do not approximate reasonable operating speeds or the ‘speed of the surrounding traffic’”; that “[m]any of GCI’s mobile tests were performed at speeds between 0-14 mph”; and that with respect to those tests performed at speeds between 0 and 14 mph, “a large number of tests were performed at 2 mph or less.”7 The Letter also stated that, “[a]s a result, many of GCI’s grid cells ‘fail’ because the grid cells do not have 50% or more in-motion drive tests.”8 Because a minimum speed was not specifically enumerated in the rules, however, the Letter offered GCI the option to retest grid cells where GCI’s in-motion testing speed was too low (i.e., below 15 mph) or where GCI skipped testing the grid cell initially.9 The Letter explicitly noted that GCI could seek a waiver where performing in-motion tests at 15 mph or above might be unsafe or illegal in a particular grid cell.10 If GCI accepted the offer,11 GCI was to complete the drive testing by August 2.12 Accompanying the Letter was a list of 465 grid cells that could be retested.13

4. After accepting the offer to retest these grid cells, GCI filed a Petition for Limited, Expedited Waiver on June 26, 2023 (Petition).14 From the list of grid cells the Competition and

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4 See id.
5 Letter from Garnet Hanly, Chief, Competition and Infrastructure Policy Division, Wireless Telecommunications Bureau, FCC, to Chris Nierman, Vice President & Senior Counsel, Federal Affairs, GCI (June 2, 2023) (Letter), attached to Email from Matthew Warner, Attorney Advisor, Competition and Infrastructure Policy Division, Wireless Telecommunications Bureau, FCC, to Chris Nierman, Vice President & Senior Counsel, Federal Affairs, GCI (June 2, 2023, 11:38 ET).
6 Letter at 1.
7 Id.
8 Id.
9 Id. at 1-2. We are allowing GCI to retest the grid cells it skipped the first time in case the reasons or analysis that it used in its determination to skip them have changed upon retesting.
10 Id. at 2 n.3.
11 Id. at 2 (“If GCI wants to avail itself of this option, GCI must reply within seven (7) days from the date of this letter, stating whether it would be interested in retesting the grid cells where it did not have a sufficient percentage of mobile tests and/or skipped grid cells.”).
12 Id. (“If GCI accepts, it will have two (2) months to retest the specified grid cells (attached)—in those grid cells, it must completely redo testing (i.e., stationary and mobile tests).”). GCI was sent the Letter on June 2, 2023. Email from Matthew Warner, Attorney Advisor, Competition and Infrastructure Policy Division, Wireless Telecommunications Bureau, FCC, to Chris Nierman, Vice President & Senior Counsel, Federal Affairs, GCI (June 2, 2023, 11:38 ET).
13 Id., Attach. 2.
14 Petition.
Infrastructure Policy Division (Division) sent to GCI for retesting, GCI sought to waive the 15 mph threshold for 45 grid cells and requested that Commission staff analyze the initial data that were submitted for those grid cells. GCI further identified 90 additional grid cells that likely were affected by a recent outage of Quintillion’s fiber cable. For these 90 grid cells, GCI requested two additional consecutive months—within May to October—to retest after the cable is repaired. For all remaining grid cells that GCI is retesting, GCI requested that the deadline to submit results be October 2, 2023, rather than August 2.

5. On July 18, 2023, GCI filed a supplement to its Petition (Supplement to Petition). In this filing, GCI sought to waive the 15 mph threshold for an additional 110 grid cells. GCI asserted that three of these grid cells present circumstances similar to those identified in its Petition and are unsafe to drive at 15 mph. GCI asserted that the remaining 107 grid cells should not be subject to the minimum speed requirement where “the adopted Alaska Population-Distribution Model indicates that the grid cell has no road.”

6. On July 31, 2023, the Bureau affirmed that a speed of at least 15 mph is, in general, a necessary floor for in-motion drive testing for Alaska Plan participants, granted GCI’s Petition with a modification, and partially granted GCI’s Supplement to Petition. Specifically, the Bureau waived the 15 mph threshold for all 45 grid cells in the Petition and three additional grid cells in the Supplement to Petition. The Bureau did not take action at that time on another 107 grid cells where GCI sought waiver of the 15 mph threshold on the grounds that those grid cells are roadless. The Bureau also granted an extension of GCI’s deadline for completing all drive retesting until October 2, 2023.

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15 Id. at 1-15. The Commission sent GCI two lists of grid cells for re-testing. The first list contained the grid cells where it did not complete a sufficient number of mobile tests; the second list contained the grid cells where it did not complete enough tests in total (i.e., it performed fewer than 20 stationary and mobile tests in a grid cell). See Email from Matthew Warner, Attorney Advisor, Competition and Infrastructure Policy Division of the Wireless Telecommunications Bureau, FCC, to Chris Nierman, Vice President & Senior Counsel, Federal Affairs, GCI, Attach. 2 (June 2, 2023 11:38 ET).

16 Petition at 16-20.

17 Id. at 18.

18 Id. at 2.

19 Supplement to Petition at 1.

20 See generally Supplement to Petition.

21 Id. at 2-3.

22 Id. at 3-5.


24 Id. at 1, 5-6, 8, paras. 1, 9-11, Appx.

25 Id. at 1, 6, paras. 1, 13. GCI initially sought a waiver of the 15 mph threshold for 45 grid cells, based on the individual circumstances of those grid cells. See Petition at 5-15. GCI filed the Supplement to Petition seeking relief for 3 grid cells where such testing would be unsafe and for another 107 grid cells because they did not have roads. See Supplement to Petition at 2-3. The Bureau granted the waiver for the 3 grid cells where GCI demonstrated it is unsafe to test at 15 mph in the Supplement to Petition, but it did not make a determination on the other 107 grid cells. First Waiver Order at 5, 6, paras. 9, 13.

26 First Waiver Order at 6, para. 14.
7. On August 31, 2023, GCI filed the Second Supplemental Petition. In this filing, GCI seeks to waive the 15 mph threshold for 20 grid cells on the grounds that these are unsafe or infeasible to test at 15 mph because they involve unsafe road conditions (12 grid cells), boardwalks (4 grid cells), lack of sufficient roadway (1 grid cell), road construction (1 grid cell), or local restrictions (2 grid cells). Additionally, GCI seeks a waiver to permit UAS testing in two grid cells where “using a UAS would possibly allow GCI to achieve 15 MPH.” On September 15, GCI filed an ex parte letter providing additional details about three of the grid cells for which it seeks relief in the Second Supplemental Petition.

8. On September 15, 2023, GCI filed the Third Supplemental Petition. In this filing, GCI seeks to waive the 15 mph threshold for an additional four grid cells on the grounds that these are unsafe or infeasible to test at 15 mph because they involve unsafe road conditions (2 grid cells), boardwalks (1 grid cell), or a lack of access due to mining operations (1 grid cell). GCI also seeks 30 additional days to complete drive testing in three grid cells in Utqiagvik that were affected by the Quintillion cable outage. GCI requests that the October 2, 2023 deadline not be strictly enforced, as GCI will need to implement over 40 rollbacks to transition its service back to Quintillion’s fiber and reflect GCI’s performance in the “pre-outage state.”

III. DISCUSSION

9. We waive the 15 mph threshold and will analyze GCI’s initial drive test data for 25 grid cells in total: (a) the 24 grid cells for which GCI claims drive testing at 15 mph would be unsafe or infeasible; and (b) one of the two grid cells for which GCI seeks a waiver to test with UAS. For the other grid cell subject to GCI’s UAS waiver request, we waive the requirement that GCI must start a drive test in the grid cell randomly selected by the Bureau to be considered a valid test, and we provide a proxy grid cell. Accordingly, we dismiss as moot GCI’s requests to perform testing with UAS in two grid cells. We also extend the drive test deadline to November 1, 2023, for submission of all retested data, which includes the grant of relief requested for the three grid cells in Utqiagvik.

10. The Commission may waive any provision of the rules on its own motion or on petition “for good cause shown.” The “good cause shown” standard can be met when the Commission finds that

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27 Second Supplemental Petition at 1, 8.
28 Id. at 2-7.
29 Id. at 1, 7-8; see also Alaska Drive Test Order at 17, para. 30 n.127. As part of this request, GCI filed a petition requesting waiver of section 22.925 of the Commission’s rules for the two grid cells where it seeks to conduct UAS testing. Second Supplemental Petition at 1, 7-8.
30 Letter from Julie Veach, Counsel, GCI, to Marlene H. Dortch, Secretary, FCC, WC Docket No. 16-271, at 1-2 (filed Sept. 14, 2023).
31 Third Supplemental Petition at 2-5.
32 Id. at 1, 5-7.
33 Id. at 5-7.
34 Id. at 6. GCI notes that it was successfully able to test most of the grid cells affected by the outage, but that the additional traffic on the backhaul serving the area appears to have caused service speeds to fall below the minimum levels for service in Utqiagvik. Id. at 5. GCI states that “[r]esults of other affected grid cells” will be submitted by October 2, 2023. Id. at 7. However, “[s]trict enforcement of the October 2, 2023 deadline” “would provide the Bureau with incorrect information regarding the performance of GCI’s mobile network” and “could also potentially result in penalties for GCI that would not arise if GCI had performed the retests before or after the outage.” Id. at 6-7. We interpret the Petition as asking for leniency of the October 2, 2023 deadline in the service areas affected by the extended outage of the Quintillion fiber cable.
35 See Third Supplemental Petition at 5-7.
36 47 CFR § 1.3.
(1) “special circumstances warrant a deviation from the general rule”; and (2) “such deviation will serve the public interest.” 37 A rule waiver may serve the public interest when the relief would not undermine the policy objectives of the rule. 38 In this case, we find that both prongs of the test are met in granting a limited waiver of the 15 mph threshold for the specified grid cells and granting a \textit{sua sponte} waiver of the requirement to start a drive test within a grid cell randomly selected by the Bureau for the specified grid cells.

11. For the 24 grid cells that GCI claims would be unsafe or infeasible to test at 15 mph in the Second Supplemental Petition and the Third Supplemental Petition, 39 we waive the 15 mph threshold and will analyze the initially submitted data. 40 Although 15 mph or greater is consistent with a drive test of a mobile service, the Letter recognized that a waiver may be warranted in certain grid cells “where speeds of 15 mph or above may be unsafe or illegal” in that particular grid cell. 41 GCI has demonstrated that these grid cells would be unsafe or infeasible to test at 15 mph or greater because they involve unsafe road conditions (14 grid cells), 42 boardwalks (5 grid cells), 43 lack of safe drivable area (1 grid cell), 44 road construction (1 grid cell), 45 lack of access due to local restrictions (2 grid cells), 46 or a lack of access due to mining operations (1 grid cell). 47 GCI has shown that testing these grid cells above 15 mph could pose safety risks, and we find that the hazards in these particular grid cells are special circumstances that warrant a deviation from the 15 mph threshold. Moreover, waiver of the 15 mph threshold here is in the public interest because the hazards or infeasibility of accessing these areas suggest that consumers would likely use their mobile service at less than 15 mph in these particular grid cells, and the objective of the 15 mph threshold is to reflect how the mobile network performs when the user is moving. As the weather is about to change toward notoriously harsh conditions, we find a waiver of the 15 mph threshold of unsafe and infeasible to test grid cells to be particularly warranted at this point the process, given the additional safety hazards that could occur from additional testing in these areas after over a year from the start of the drive testing period.

12. In addition, for one of the grid cells for which GCI requested a waiver to test with UAS, grid cell G24531774 in Prudhoe Bay, we waive \textit{sua sponte} the 15 mph threshold and will analyze the initially submitted data. Like the grid cells above for which such a waiver was granted, we find based on GCI’s submissions that this grid cell would be unsafe to test at 15 mph. 48 As GCI notes, the grid cell is comprised mostly of a lake that contains toxic chemicals and is located on an oil company’s land with

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37 \textit{E.g.}, \textit{Ne. Cellular Tel. Co. v. FCC}, 897 F.2d 1164, 1166 (D.C. Cir. 1990); \textit{see WAIT Radio v. FCC}, 418 F.2d 1153, 1157-59 (D.C. Cir. 1969) (\textit{WAIT Radio}).

38 \textit{See WAIT Radio}, 418 F.2d at 1157.

39 \textit{See} Second Supplemental Petition at 1, 2-7; Third Supplemental Petition at 1, 2-5; \textit{see also} Letter from Julie Veach, Counsel, GCI, to Marlene H. Dortch, Secretary, FCC, WC Docket No. 16-271, at 1-2 (filed Sept. 14, 2023).

40 \textit{See infra} Appendix.

41 Letter at 2 n.3; \textit{see also First Waiver Order} at 5, para. 9; \textit{Alaska Drive Test Order}, 37 FCC Rcd at 5828-29, Appx. B.

42 Second Supplemental Petition at 2-5; Third Supplemental Petition at 3; \textit{see Letter from Julie Veach, Counsel, GCI, to Marlene H. Dortch, Secretary, FCC, WC Docket No. 16-271, at 1-2 (filed Sept. 14, 2023).}

43 Second Supplemental Petition at 5-6; Third Supplemental Petition at 4.

44 Second Supplemental Petition at 6. Grid G23440601 lacks roadways and has dense vegetation in the nonroadway areas. \textit{See id. at 26.}

45 \textit{Id.} at 6.

46 \textit{Id.} at 6-7.

47 Third Supplemental Petition at 4.

48 Second Supplemental Petition at 7, 30.
highly restricted access. We find that a waiver is warranted for this grid cell due to the unsafe conditions of this particular grid cell as well as the likelihood that the general public presumably would not be using mobile service in this grid cell, given the unsafe nature of the area and the restricted access. In light of these unusual circumstances, as well as the onset of winter in Alaska, we find it reasonable to use GCI’s original drive test data for this grid cell.

13. In the other grid cell that was the subject of GCI’s UAS waiver request, grid cell G06100082 in Adak, we waive sua sponte the requirement that GCI must start its drive tests in the grid cell randomly selected by the Bureau to be considered a valid test. We do so based on GCI’s statement that it is open to testing a proxy grid cell for this grid cell in Adak, and because of the unique aspect that a single road in the original grid cell runs along the border of these two grids cells, making it difficult to remain in a single grid cell while testing this area. Because this grid cell contains limited roadway and rugged terrain, GCI may conduct testing in the original grid cell, in a proxy grid cell (G06090082), or in both, consistent with the criteria set forth in the Bureau’s July 2022 Order. Based on the Alaska Population Distribution Model, the population in this grid cell would be more likely to be counted as located near the single road, which traverses both grid cells. As such, we find that allowing GCI a means to drive test on the road in both grid cells will provide more accurate results of GCI’s population coverage in that area than UAS testing. Accordingly, we will allow the testing to occur in both grids so that GCI can perform on-the-ground drive testing, rather than needing to use UAS to test the original grid cell. In light of these two actions, we dismiss as moot GCI’s request for a waiver to permit UAS testing in these grid cells.

14. Despite waiving the retesting requirement for 25 grid cells as indicated above, we will allow GCI to voluntarily retest any of those grid cells should it so choose. Consistent with the First Waiver Order, any voluntary retest of the 25 grid cells will be considered in-motion if conducted at speeds of at least the second-fastest speed from its initial testing for that grid cell (defined as the average speed for an uplink and downlink paired test) rounded down to the nearest mile per hour. For example, in grid cell G23440601, where the second-fastest speed was 10.95 mph, a test would be considered in motion if it were at least 10 mph in that grid cell.

15. In addition, we further extend the deadline for GCI to submit its drive testing results to November 1, 2023. GCI requested (i) that the Commission grant an extension of an additional 30 days from the date that Quintillion announces service is restored to allow GCI to submit results for three
affected grid cells in Utqiagvik, and (ii) that the Commission not strictly enforce the October 2 deadline due to the Quintillion fiber cut. Quintillion announced repair of its fiber cable on September 19, four days after GCI’s Third Supplemental Petition was received by the Commission. In addition to the Quintillion areas, we find it reasonable to give GCI additional time to complete drive testing in the original and proxy grid cells in Adak (G06100082 and G06090082), as detailed above. As noted in the prior waiver order, aligning the deadlines for GCI to submit all of its data in one batch will make efficient use of any quality check efforts it will give the data before submission. Accordingly, we grant the sought relief for the three affected grid cells in Utqiagvik and extend that relief: GCI must complete all retesting and submit its results by November 1, 2023.

IV. ORDERING CLAUSES

16. Accordingly, IT IS ORDERED, pursuant to the authority contained in sections 1-4, 201, 254, 301, 303, 308, 309, and 332 of the Communications Act of 1934, as amended, 47 U.S.C. §§ 151-154, 201, 254, 301, 303, 308, 309, and 332, and sections 0.131, 0.311, 1.3, 1.925, 54.317, 54.320, and 54.321 of the Commission’s rules, 47 CFR §§ 0.131, 0.311, 1.3, 1.925, 54.317, 54.320, 54.321 that these waivers ARE ADOPTED.

17. IT IS FURTHER ORDERED pursuant to the authority contained in sections 1-4, 201, 254, 301, 303, 308, 309, and 332 of the Communications Act of 1934, as amended, 47 U.S.C. §§ 151-154, 201, 254, 301, 303, 308, 309, 332, and sections 0.131, 0.311, 1.3, 1.925, 54.317, 54.320, and 54.321 of the Commission’s rules, 47 CFR §§ 0.131, 0.311, 1.3, 1.925, 54.317, 54.320, 54.321 that the GCI Petition for Waiver to Permit UAS testing in grid cells G24531774 and G06100082 ARE DISMISSED AS MOOT.

18. IT IS FURTHER ORDERED that, pursuant to section 1.102(b)(1) of the Commission’s rules, 47 CFR § 1.102(b)(1), this Order SHALL BE EFFECTIVE upon release.

FEDERAL COMMUNICATIONS COMMISSION

Joel Taubenblatt
Chief,
Wireless Telecommunications Bureau

57 Third Supplemental Petition at 7.
58 See supra note 34.
59 Quintillion announced that it repaired its fiber line on September 19, 2023, and that service to customers has been fully restored. Press Release, Quintillion, Quintillion Subsea Fiber Cable Repair Complete (Sept. 19, 2023) (Quintillion Sept. 19, 2023, Press Release), https://www.quintillionglobal.com/quintillion-subsea-fiber-cable-repair-complete/.
60 The Third Supplemental Petition was received by the Commission’s Electronic Comment Filing System on September 15, 2023.
61 See First Waiver Order at 7, para. 14.
62 Third Supplemental Petition at 7.
**APPENDIX:**
List of 25 Grid Cells for which the 15 MPH Requirement is Waived

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