
IEEE P802.11
FCC Policy Statement and Press Release On
PERSONAL COMMUNICATIONS SERVICE

Date: November 5, 1991

Presented: November 12, 1991

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With the help of James Neeley and Victor Hayes in capturing some of the FCC documents electronically.

On October 24th, 1991, the Federal Communications Commission adopted a policy statement concerning Personal Communication Services. The following is the text of the press release issued that day copy of the FCC NEWS release of October 24 concerning that policy statement as well as a copy of the Policy Statement itself.

Jim Neeley graciously provided the electronic copy of the policy statement, however, I take full responsibility for any transcription problems in any of the documents. The typography of the actual FCC documents are not preserved.

Report No. DC-

Action in Docket Case

October 24, 1991

**FCC ADOPTS POLICY STATEMENT ON PERSONAL
COMMUNICATIONS SERVICE
SCHEDULES EN BANC HEARING FOR DECEMBER 5
(GEN DOCKET 90-314)**

The Commission has adopted a Policy Statement that provides preliminary guidance for the development of personal communications services (PCS) in the United States. The FCC also scheduled an En Banc hearing for December 5, 1991, on the development of PCS.

The Commission noted that the concept of PCS has grown in scope and complexity since the ideas of second generation cordless telephone service (CT-2) and personal communications networks (PCNs) were introduced about two years ago. A class of mobile and/or portable technologies and services is developing under the name of PCS that promises both advanced generations of new services.

Comments filed in response to the FCC's earlier Notice of Inquiry indicates broad interest from entities such as cable TV providers, microwave common carriers, and private radio entities, in addition to the traditional local exchange and long distance carriers and cellular radio telephone providers. Equipment manufacturers also have shown strong interest in unregulated, wireless office concepts. Finally, computer manufacturers envision that PCS will provide networking capabilities for future personal computers.

While it seems certain that new technologies will permit an array of advanced voice and data services, such as improved wireless links for computers and medical equipment, PCS also will provide the more fundamental capability of communicating directly to individuals rather than locations.

The Commission intends to broadly define personal communications services and make available an adequate amount of spectrum for development of innovative and competitive markets. The spectrum allocations should facilitate local regional, national and international uses and be allocated in phases beginning in 1992.

The FCC pointed out that important equipment, cost and international considerations suggest that a portion of the spectrum to be allocated should come from the 1.8 to 2.2 GHz band.

PCS developments will be encouraged in less congested bands. The FCC will monitor closely current experiments in those bands and will license quickly future experiments aimed at utilizing [sic] unused frequencies for this family of services.

The Commission encourages significant flexibility in the development of technologies and services. Anticipating, however, difficult issues dealing with transmission systems, interference avoidance, inter and intra industry protocols,

roaming and other technical issues, the FCC will empanel [sic] and advisory committee to help resolve those technical issues, and if necessary, make recommendations to the Commission for establishing rules on those issues that cannot be resolved privately. This Small Business Advisory Committee also will assess the potential impact of PCS on the participation of small businesses and new entrants.

The Commission seeks additional information on issues such as how licenses should be assigned and policies affecting participation in PCS by new entrants, e.g., parties not currently engaged in the provision of telecommunications services, including the application of pioneer's preference and possible financial qualifications issues.

Action by the Commission October 24, 1991, by Policy Statement and Order (FCC 91-///). Commissioners -FCC-

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FCC NO. 91-338
38267

Before the
FEDERAL COMMUNICATIONS COMMISSION
Washington, D.C. 20054

IN THE MATTER OF)	
)	
AMENDMENT OF THE COMMISSION'S)	GEN DOCKET NO. 90-314
RULES TO ESTABLISH NEW PERSONAL)	RM-7140, RM-7175 & RM-7618
COMMUNICATIONS SERVICES)	

POLICY STATEMENT AND ORDER

ADOPTED: OCTOBER 24, 1991;

RELEASED: OCTOBER 25, 1991

BY THE COMMISSION: COMMISSIONER BARRETT ISSUING A STATEMENT.

1. The Commission issues this Policy Statement to provide preliminary guidance for the development of personal communications services (PCS) in the United States and to solicit additional views addressing a wide range of issues affecting future developments of PCS. This Policy Statement will serve as the basis for an En Banc hearing that we believe will better inform the Commission about this important communications development.

2. The concept of PCS has grown in scope and complexity since the ideas of second generation cordless telephone service (CT-2) and personal communications networks (PCNS) were introduced about two years ago. A class of mobile and/or portable technologies and services is developing under the name of PCS that promises both advanced generations of current mobile/portable services and new services. Comments filed in response to the Notice of Inquiry in this proceeding indicate broad interest from new entities such as cable TV providers, microwave common carriers and private radio entities, in addition to the local exchange carriers and cellular radio telephone providers.¹ EQUIPMENT MANUFACTURERS also have shown strong interest in unregulated, wireless concepts. Computer manufacturers who envision PCS providing networking capabilities for future personal computers also have entered the field. While it seems certain that these new underlying technologies will offer an array of advanced voice and data services, such as improved wireless links for computers and medical equipment, PCS will provide the more fundamental capability of communicating directly to individuals rather than locations.

3. The Commission intends to broadly define personal communications services and make available an adequate amount of spectrum to foster the

¹ See Notice of Inquiry in Gen DOCKET NO. 90-314, 5 FCC RCD 3995 (1990).

development of innovative and competitive markets for these services.² The spectrum allocation should facilitate local, regional, national and international uses. Additionally, the spectrum should be allocated in phases in order not to find early developments precluding later ones. The first phase should occur in 1992.

4. Important equipment, cost and international considerations suggest that a portion of the spectrum to be allocated should come from 1.8 to 2.2 GHz. We recognize that serious issues may exist for the incumbents in this band and we intend to reallocate the spectrum needed for PCS with minimum disruption to existing users. Explorations of spectrum availability in that band should proceed to a successful conclusion and should answer the questions dealing with sharing and the cost of substituting services. We also observe that in preparing for the 1992 World Administrative Radio Conference (WARC), the Commission proposed to maintain the primary mobile service allocations in the 1.8 to 2.2 GHz band. This would provide the United States with the flexibility to implement PCS based on domestic needs. We intend to consider the results of the WARC in developing our domestic PCS allocations.

5. Additionally, PCS developments will be encouraged in less congested bands. We will monitor closely current experiments in those bands and license quickly future experiments aimed at utilizing unused frequencies for this family of services.

6. We will encourage significant flexibility in the development of technologies and services. Anticipating, however, difficult issues dealing with transmission systems, interference avoidance, inter and intra industry protocols, roaming and other technical issues, we will empanel an advisory committee to help resolve those issues. If necessary, the advisory committee will make recommendations to the Commission for establishing rules when issues cannot be privately resolved.

7. Mobile services traditionally have been provided pursuant to both common carrier and private regulatory schemes. Each has its advantages and disadvantages. We lack sufficient information now to determine whether common carriage, private carriage, or some combination of both concepts will be optimal for PCS. The regulatory scheme we eventually decide upon will depend in part upon public interest factors such as our desire to promote the rapid development of this service and our interest in promoting competition in PCS and in telecommunications generally.³

8. Commission policy towards PCS will be guided by these general conclusions. But we do not have sufficient information before us to propose tentative

² Consistent with this broad definition, we will consider the data PCS proposed by Apple Computer, Inc. (RM-7618) as part of the family of PCS services to be addressed in this proceeding.

³ The Commission is in the process of forming a Small Business Advisory Committee. One of the functions of the Small Business Advisory Committee will be to review FCC dockets in new, emerging technologies/services and to assess the policy implications of such developments on small businesses, including the impact on rural businesses and minority and female entrepreneurs. Included in this Committee's work will be an assessment of the potential impact of PCS allocation and licensing decisions on the participation of small businesses and new entrants.

conclusions on how all the issues should be resolved. We seek additional information on issues such as how licenses should be assigned and policies affecting participation in PCS by new entrants, e.g., parties not currently engaged in the provision of telecommunications services, including the application of pioneer's preference and possible financial qualification issues. The En Banc hearing will be structured to address these and other questions relating to four general areas:

- (1) definition of personal communications services: for example, the types of service anticipated and demand for each service type;
- (2) spectrum requirements: such as the amount of spectrum required for PCS, the timing of spectrum allocation, the desirable spectrum for various members of the PCS family of services, bandwidth requirements, the accommodation of current licensees, and the ability to share spectrum;
- (3) technologies for personal communications services, such as the relative advantages of competing technologies for different applications, the degree of technical flexibility that should be granted PCS licensees, the results of PCS experiments or trials, the role of unregulated low power devices, and the need for mandated Commission standards; and
- (4) regulatory issues, such as the method of assigning licenses, the appropriate geographic scope of licenses, the feasibility of a voluntary negotiated approach to relocating existing users, the merits of exclusive as compared to non-exclusive assignments, privacy implications of personal radio-based communications services, the terms and conditions of interconnection to the public switched network, the need for a new numbering plan, the need to accommodate roaming subscribers, licensee eligibility, regulatory jurisdiction, and appropriate regulatory treatment of PCS.

9. Accordingly, IT IS ORDERED THAT, the Commission shall hold, on December 5, 1991, an En Banc hearing.

FEDERAL COMMUNICATIONS COMMISSION

DONNA R. SEARCY
SECRETARY

SEPARATE STATEMENT
OF
COMMISSIONER ANDREW C. BARRETT

RE: Amendment of the Commission's Rules to Establish New Personal Communications Service (General Docket No. 90-314, RM-7140, RM-7175 and RM 7618)

I am pleased to see this effort. I think we should begin to address the regulatory framework for PCS services. This item initiates that action. I will be particularly interested in reviewing comments that address the various ways we can ensure that PCS gives new entrants and small businesses new opportunities to get into the mobile service business. Whether that be through private carriage, or some combination of private and common carriage, I hope commenters will address these matters from that perspective. Also, I hope we have flexibility in our spectrum allocation scheme for PCS. I look forward to our December en banc to discuss these issues further.

