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108TH CONGRESS
1ST SESSION**H. R. 1320****[Report No. 108-168]**

IN THE SENATE OF THE UNITED STATES

JUNE 12, 2003

Received; read twice and referred to the Committee on Commerce, Science,
and Transportation

OCTOBER 17, 2003

Reported by Mr. MCCAIN, with an amendment

[Insert the part printed in *italic*]

AN ACT

To amend the National Telecommunications and Information Administration Organization Act to facilitate the re-allocation of spectrum from governmental to commercial users.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Commercial Spectrum
5 Enhancement Act”.

1 **SEC. 2. RELOCATION OF ELIGIBLE FEDERAL ENTITIES FOR**
2 **THE REALLOCATION OF SPECTRUM FOR**
3 **COMMERCIAL PURPOSES.**

4 Section 113(g) of the National Telecommunications
5 and Information Administration Organization Act (47
6 U.S.C. 923(g)) is amended by striking paragraphs (1)
7 through (3) and inserting the following:

8 “(1) **ELIGIBLE FEDERAL ENTITIES.**—Any Fed-
9 eral entity that operates a Federal Government sta-
10 tion assigned to a band of frequencies specified in
11 paragraph (2) and that incurs relocation costs be-
12 cause of the reallocation of frequencies from Federal
13 use to non-Federal use shall receive payment for
14 such costs from the Spectrum Relocation Fund, in
15 accordance with section 118 of this Act. For pur-
16 poses of this paragraph, Federal power agencies ex-
17 empted under subsection (c)(4) that choose to relo-
18 cate from the frequencies identified for reallocation
19 pursuant to subsection (a), are eligible to receive
20 payment under this paragraph.

21 “(2) **ELIGIBLE FREQUENCIES.**—The bands of
22 eligible frequencies for purposes of this section are
23 as follows:

24 “(A) the 216–220 megahertz band, the
25 1432–1435 megahertz band, the 1710–1755

1 megahertz band, and the 2385–2390 megahertz
2 band of frequencies; and

3 “(B) any other band of frequencies reallo-
4 cated from Federal use to non-Federal use after
5 January 1, 2003, that is assigned by competi-
6 tive bidding pursuant to section 309(j) of the
7 Communications Act of 1934 (47 U.S.C.
8 309(j)), except for bands of frequencies pre-
9 viously identified by the National Telecommuni-
10 cations and Information Administration in the
11 Spectrum Reallocation Final Report, NTIA
12 Special Publication 95–32 (1995).

13 “(3) DEFINITION OF RELOCATION COSTS.—For
14 purposes of this subsection, the term ‘relocation
15 costs’ means the costs incurred by a Federal entity
16 to achieve comparable capability of systems, regard-
17 less of whether that capability is achieved by relo-
18 cating to a new frequency assignment or by utilizing
19 an alternative technology. Such costs include—

20 “(A) the costs of any modification or re-
21 placement of equipment, software, facilities, op-
22 erating manuals, training costs, or regulations
23 that are attributable to relocation;

24 “(B) the costs of all engineering, equip-
25 ment, software, site acquisition and construc-

1 tion costs, as well as any legitimate and pru-
2 dent transaction expense, including outside con-
3 sultants, and reasonable additional costs in-
4 curred by the Federal entity that are attrib-
5 utable to relocation, including increased recur-
6 ring costs associated with the replacement fa-
7 cilities;

8 “(C) the costs of engineering studies, eco-
9 nomic analyses, or other expenses reasonably
10 incurred in calculating the estimated relocation
11 costs that are provided to the Commission pur-
12 suant to paragraph (4) of this subsection;

13 “(D) the one-time costs of any modifica-
14 tion of equipment reasonably necessary to ac-
15 commodate commercial use of such frequencies
16 prior to the termination of the Federal entity’s
17 primary allocation or protected status, when the
18 eligible frequencies as defined in paragraph (2)
19 of this subsection are made available for private
20 sector uses by competitive bidding and a Fed-
21 eral entity retains primary allocation or pro-
22 tected status in those frequencies for a period
23 of time after the completion of the competitive
24 bidding process; and

1 “(E) the costs associated with the acceler-
2 ated replacement of systems and equipment if
3 such acceleration is necessary to ensure the
4 timely relocation of systems to a new frequency
5 assignment.

6 “(4) NOTICE TO COMMISSION OF ESTIMATED
7 RELOCATION COSTS.—

8 “(A) The Commission shall notify the
9 NTIA at least 18 months prior to the com-
10 mencement of any auction of eligible fre-
11 quencies defined in paragraph (2). At least 6
12 months prior to the commencement of any such
13 auction, the NTIA, on behalf of the Federal en-
14 tities and after review by the Office of Manage-
15 ment and Budget, shall notify the Commission
16 of estimated relocation costs and timelines for
17 such relocation.

18 “(B) Upon timely request of a Federal en-
19 tity, the NTIA shall provide such entity with in-
20 formation regarding an alternative frequency
21 assignment or assignments to which their
22 radiocommunications operations could be relo-
23 cated for purposes of calculating the estimated
24 relocation costs and timelines to be submitted

1 to the Commission pursuant to subparagraph
2 (A).

3 “(C) To the extent practicable and con-
4 sistent with national security considerations,
5 the NTIA shall provide the information re-
6 quired by subparagraphs (A) and (B) by the ge-
7 ographic location of the Federal entities’ facili-
8 ties or systems and the frequency bands used
9 by such facilities or systems.

10 “(5) NOTICE TO CONGRESSIONAL COMMITTEES
11 AND GAO.—The NTIA shall, at the time of providing
12 an initial estimate of relocation costs to the Commis-
13 sion under paragraph (4)(A), submit to the Commit-
14 tees on Appropriations and Energy and Commerce
15 of the House of Representatives, the Committees on
16 Appropriations and Commerce, Science, and Trans-
17 portation of the Senate, and the Comptroller Gen-
18 eral a copy of such estimate and the timelines for re-
19 location.

20 “(6) IMPLEMENTATION OF PROCEDURES.—The
21 NTIA shall take such actions as necessary to ensure
22 the timely relocation of Federal entities’ spectrum-
23 related operations from frequencies defined in para-
24 graph (2) to frequencies or facilities of comparable
25 capability. Upon a finding by the NTIA that a Fed-

1 eral entity has achieved comparable capability of sys-
2 tems by relocating to a new frequency assignment or
3 by utilizing an alternative technology, the NTIA
4 shall terminate the entity’s authorization and notify
5 the Commission that the entity’s relocation has been
6 completed. The NTIA shall also terminate such enti-
7 ty’s authorization if the NTIA determines that the
8 entity has unreasonably failed to comply with the
9 timeline for relocation submitted by the Director of
10 the Office of Management and Budget under section
11 118(d)(2)(B).”.

12 **SEC. 3. MINIMUM AUCTION RECEIPTS AND DISPOSITION OF**
13 **PROCEEDS.**

14 (a) AUCTION DESIGN.—Section 309(j)(3) of the
15 Communications Act of 1934 (47 U.S.C. 309(j)(3)) is
16 amended—

17 (1) by striking “and” at the end of subpara-
18 graph (D);

19 (2) by striking the period at the end of sub-
20 paragraph (E) and inserting “; and”; and

21 (3) by adding at the end the following new sub-
22 paragraph:

23 “(F) for any auction of eligible frequencies
24 described in section 113(g)(2) of the National
25 Telecommunications and Information Adminis-

1 tration Organization Act (47 U.S.C. 923(g)(2)),
2 the recovery of 110 percent of estimated reloca-
3 tion costs as provided to the Commission pursu-
4 ant to section 113(g)(4) of such Act.”.

5 (b) SPECIAL AUCTION PROVISIONS FOR ELIGIBLE
6 FREQUENCIES.—Section 309(j) of such Act is further
7 amended by adding at the end the following new para-
8 graph:

9 “(15) SPECIAL AUCTION PROVISIONS FOR ELI-
10 GIBLE FREQUENCIES.—

11 “(A) SPECIAL REGULATIONS.—The Com-
12 mission shall revise the regulations prescribed
13 under paragraph (4)(F) of this subsection to
14 prescribe methods by which the total cash pro-
15 ceeds from any auction of eligible frequencies
16 described in section 113(g)(2) of the National
17 Telecommunications and Information Adminis-
18 tration Organization Act (47 U.S.C. 923(g)(2))
19 shall at least equal 110 percent of the total esti-
20 mated relocation costs provided to the Commis-
21 sion pursuant to section 113(g)(4) of such Act.

22 “(B) CONCLUSION OF AUCTIONS CONTIN-
23 GENT ON MINIMUM PROCEEDS.—The Commis-
24 sion shall not conclude any auction of eligible
25 frequencies described in section 113(g)(2) of

1 such Act if the total cash proceeds attributable
2 to such spectrum are less than 110 percent of
3 the total estimated relocation costs provided to
4 the Commission pursuant to section 113(g)(4)
5 of such Act. If the Commission is unable to
6 conclude an auction for the foregoing reason,
7 the Commission shall cancel the auction, return
8 within 45 days after the auction cancellation
9 date any deposits from participating bidders
10 held in escrow, and absolve such bidders from
11 any obligation to the United States to bid in
12 any subsequent reauction of such spectrum.

13 “(C) AUTHORITY TO ISSUE PRIOR TO DE-
14 AUTHORIZATION.—In any auction conducted
15 under the regulations required by subparagraph
16 (A), the Commission may grant a license as-
17 signed for the use of eligible frequencies prior
18 to the termination of an eligible Federal entity’s
19 authorization. However, the Commission shall
20 condition such license by requiring that the li-
21 censee cannot cause harmful interference to
22 such Federal entity until such entity’s author-
23 ization has been terminated by the National
24 Telecommunications and Information Adminis-
25 tration.”.

1 (c) DEPOSIT OF PROCEEDS.—Paragraph (8) of sec-
2 tion 309(j) of the Communications Act of 1934 (47 U.S.C.
3 309(j)) is amended—

4 (1) in subparagraph (A), by inserting “or sub-
5 paragraph (D)” after “subparagraph (B)”; and

6 (2) by adding at the end the following new sub-
7 paragraph:

8 “(D) DISPOSITION OF CASH PROCEEDS.—
9 Cash proceeds attributable to the auction of any
10 eligible frequencies described in section
11 113(g)(2) of the National Telecommunications
12 and Information Administration Organization
13 Act (47 U.S.C. 923(g)(2)) shall be deposited in
14 the Spectrum Relocation Fund established
15 under section 118 of such Act, and shall be
16 available in accordance with that section.”.

17 **SEC. 4. ESTABLISHMENT OF FUND AND PROCEDURES.**

18 Part B of the National Telecommunications and In-
19 formation Administration Organization Act is amended by
20 adding after section 117 (47 U.S.C. 927) the following
21 new section:

22 **“SEC. 118. SPECTRUM RELOCATION FUND.**

23 “(a) ESTABLISHMENT OF SPECTRUM RELOCATION
24 FUND.—There is established on the books of the Treasury
25 a separate fund to be known as the ‘Spectrum Relocation

1 Fund' (in this section referred to as the 'Fund'), which
2 shall be administered by the Office of Management and
3 Budget (in this section referred to as 'OMB'), in consulta-
4 tion with the NTIA.

5 “(b) CREDITING OF RECEIPTS.—The Fund shall be
6 credited with the amounts specified in section
7 309(j)(8)(D) of the Communications Act of 1934 (47
8 U.S.C. 309(j)(8)(D)).

9 “(c) USED TO PAY RELOCATION COSTS.—The
10 amounts in the Fund from auctions of eligible frequencies
11 are authorized to be used to pay relocation costs, as de-
12 fined in section 113(g)(3) of this Act, of an eligible Fed-
13 eral entity incurring such costs with respect to relocation
14 from those frequencies.

15 “(d) FUND AVAILABILITY.—

16 “(1) APPROPRIATION.—There are hereby ap-
17 propriated from the Fund such sums as are required
18 to pay the relocation costs specified in subsection
19 (c).

20 “(2) TRANSFER CONDITIONS.—None of the
21 funds provided under this subsection may be trans-
22 ferred to any eligible Federal entity—

23 “(A) unless the Director of OMB has de-
24 termined, in consultation with the NTIA, the

1 appropriateness of such costs and the timeline
2 for relocation; and

3 “(B) until 30 days after the Director of
4 the OMB has submitted to the Committees on
5 Appropriations and Energy and Commerce of
6 the House of Representatives, the Committees
7 on Appropriations and Commerce, Science, and
8 Transportation of the Senate, and the Comp-
9 troller General a detailed plan describing how
10 the sums transferred from the Fund will be
11 used to pay relocation costs in accordance with
12 such subsection and the timeline for such relo-
13 cation.

14 “(3) REVERSION OF UNUSED FUNDS.—Any
15 auction proceeds in the Fund that are remaining
16 after the payment of the relocation costs that are
17 payable from the Fund shall revert to and be depos-
18 ited in the general fund of the Treasury not later
19 than 8 years after the date of the deposit of such
20 proceeds to the Fund.

21 “(e) TRANSFER TO ELIGIBLE FEDERAL ENTITIES.—

22 “(1) TRANSFER.—

23 “(A) Amounts made available pursuant to
24 subsection (d) shall be transferred to eligible

1 Federal entities, as defined in section 113(g)(1)
2 of this Act.

3 “(B) An eligible Federal entity may receive
4 more than one such transfer, but if the sum of
5 the subsequent transfer or transfers exceeds 10
6 percent of the original transfer—

7 “(i) such subsequent transfers are
8 subject to prior approval by the Director of
9 OMB as required by subsection (d)(2)(A);

10 “(ii) the notice to the committees con-
11 taining the plan required by subsection
12 (d)(2)(B) shall be not less than 45 days
13 prior to the date of the transfer that
14 causes such excess above 10 percent;

15 “(iii) such notice shall include, in ad-
16 dition to such plan, an explanation of need
17 for such subsequent transfer or transfers;
18 and

19 “(iv) the Comptroller General shall,
20 within 30 days after receiving such plan,
21 review such plan and submit to such com-
22 mittees an assessment of the explanation
23 for the subsequent transfer or transfers.

24 “(C) Such transferred amounts shall be
25 credited to the appropriations account of the el-

1 eligible Federal entity which has incurred, or will
2 incur, such costs, and shall, subject to para-
3 graph (2), remain available until expended.

4 “(2) RETRANSFER TO FUND.—An eligible Fed-
5 eral entity that has received such amounts shall re-
6 port its expenditures to OMB and shall transfer any
7 amounts in excess of actual relocation costs back to
8 the Fund immediately after the NTIA has notified
9 the Commission that the entity’s relocation is com-
10 plete, or has determined that such entity has unrea-
11 sonably failed to complete such relocation in accord-
12 ance with the timeline required by subsection
13 (d)(2)(A).”.

14 **SEC. 5. TELECOMMUNICATIONS DEVELOPMENT FUND.**

15 Section 714(f) of the Communications Act of 1934
16 (47 U.S.C. 614(f)) is amended to read as follows:

17 “(f) LENDING AND CREDIT OPERATIONS.—Loans or
18 other extensions of credit from the Fund shall be made
19 available to an eligible small business on the basis of—

20 “(1) the analysis of the business plan of the eli-
21 gible small business;

22 “(2) the reasonable availability of collateral to
23 secure the loan or credit extension;

24 “(3) the extent to which the loan or credit ex-
25 tension promotes the purposes of this section; and

1 “(4) other lending policies as defined by the
2 Board.”.

3 **SEC. 6. CONSTRUCTION.**

4 Nothing in this Act is intended to modify section
5 1062(b) of the National Defense Authorization Act for
6 Fiscal Year 2000 (Public Law 106–65).

7 **SEC. 7. ANNUAL REPORT.**

8 The National Telecommunications and Information
9 Administration shall submit an annual report to the Com-
10 mittees on Appropriations and Energy and Commerce of
11 the House of Representatives, the Committees on Appro-
12 priations and Commerce, Science, and Transportation of
13 the Senate, and the Comptroller General on—

14 (1) the progress made in adhering to the
15 timelines applicable to relocation from eligible fre-
16 quencies required under section 118(d)(2)(A) of the
17 National Telecommunications and Information Ad-
18 ministration Organization Act, separately stated on
19 a communication system-by-system basis and on an
20 auction-by-auction basis; and

21 (2) with respect to each relocated communica-
22 tion system and auction, a statement of the estimate
23 of relocation costs required under section 113(g)(4)
24 of such Act, the actual relocations costs incurred,

1 and the amount of such costs paid from the Spec-
2 trum Relocation Fund.

3 **SEC. 8. PRESERVATION OF AUTHORITY; NTIA REPORT RE-**
4 **QUIRED.**

5 (a) SPECTRUM MANAGEMENT AUTHORITY RE-
6 TAINED.—Except as provided with respect to the bands
7 of frequencies identified in section 113(g)(2)(A) of the Na-
8 tional Telecommunications and Information Administra-
9 tion Organization Act (47 U.S.C. 923(g)(2)(A)) as amend-
10 ed by this Act, nothing in this Act or the amendments
11 made by this Act shall be construed as limiting the Fed-
12 eral Communications Commission’s authority to allocate
13 bands of frequencies that are reallocated from Federal use
14 to non-Federal use for unlicensed, public safety, shared,
15 or non-commercial use.

16 (b) NTIA REPORT REQUIRED.—Within 1 year after
17 the date of enactment of this Act, the Administrator of
18 the National Telecommunications and Information Ad-
19 ministration shall submit to the Energy and Commerce
20 Committee of the House of Representatives and the Com-
21 merce, Science, and Transportation Committee of the Sen-
22 ate a report on various policy options to compensate Fed-
23 eral entities for relocation costs when such entities’ fre-
24 quencies are allocated by the Commission for unlicensed,
25 public safety, shared, or non-commercial use.

1 **SEC. 9. EXEMPT AUCTIONS.**

2 Section 647 of the ORBIT Act (47 U.S.C. 765f) is
3 amended—

4 (1) by striking “global satellite communications
5 services.” and inserting “global satellite communica-
6 tions services or for the provision of fixed terrestrial
7 services in the 12.2–12.7 GHz band.”; and

8 (2) by adding at the end the following: “No li-
9 cense for fixed terrestrial services in the 12.2–12.7
10 GHz band may be used for the provision of mobile
11 terrestrial telephony services.”.

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[Report No. 108-168]

A BILL

To amend the National Telecommunications and Information Administration Organization Act to facilitate the reallocation of spectrum from governmental to commercial users.

OCTOBER 17, 2003

Reported with an amendment