Calendar No. 696

111TH CONGRESS 2D SESSION

S. 3490

To clarify the rights and responsibilities of Federal entities in the spectrum relocation process, and for other purposes.

IN THE SENATE OF THE UNITED STATES

June 15, 2010

Mr. Warner (for himself and Mr. Wicker) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

DECEMBER 14, 2010

Reported by Mr. Rockefeller, with an amendment [Strike all after the enacting clause and insert the part printed in italic]

A BILL

To clarify the rights and responsibilities of Federal entities in the spectrum relocation process, and for other purposes.

- 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 "Spectrum Relocation
- 5 Improvement Act of 2010".

SEC. 2. RIGHTS AND RESPONSIBILITIES OF FEDERAL ENTI-

- 2 TIES IN THE SPECTRUM RELOCATION PROC-
- 3 **ESS.**
- 4 (a) Eligible Federal Entities.—Section
- 5 113(g)(1) of the National Telecommunications and Infor-
- 6 mation Administration Organization Act (47 U.S.C.
- 7 923(g)(1)) is amended to read as follows:
- 8 "(1) Eligible federal entities.—Any Fed-
- 9 eral entity, as defined in subsection (i), that operates
- 10 a Federal Government station assigned to a band of
- 11 eligible frequencies, as described in paragraph (2),
- and that incurs relocation costs because of the re-
- 13 allocation of frequencies from Federal use to non-
- 14 Federal use shall receive payment for such costs
- 15 from the Spectrum Relocation Fund if the Federal
- entity is found by the Office of Management and
- 17 Budget (in this section referred to as 'OMB') to
- 18 comply with the requirements of this section and
- 19 section 118. For purposes of this paragraph, Fed-
- 20 eral power agencies exempted under subsection
- 21 (e)(4) that choose to relocate from the frequencies
- 22 identified for reallocation pursuant to subsection (a)
- 23 are eligible to receive payment under this para-
- 24 graph.".
- 25 (b) Public Information on Relocation Proc-
- 26 ESS.—Section 113(g) of the National Telecommunications

1	and Information Administration Organization Act (47
2	U.S.C. 923(g)) is amended—
3	(1) by redesignating paragraph (6) as para-
4	graph (7); and
5	(2) by inserting after paragraph (5) the fol-
6	lowing new paragraph:
7	"(6) Public notice of relocation plans.—
8	"(A) Not later than 90 days after the date
9	on which the NTIA, on behalf of eligible Fed-
10	eral entities and after review by OMB, notifies
11	the Commission of estimated relocation costs
12	and timelines for such relocation as required by
13	paragraph (4)(A), NTIA shall post on its Web
14	site detailed transition plans from each of the
15	eligible Federal entities. Each Federal entity's
16	transition plan shall provide the public with the
17	following information about its spectrum reloca-
18	tion requirements:
19	"(i) Current use of the spectrum.
20	"(ii) Geographic location of the Fed-
21	eral entities' facilities or systems.
22	"(iii) Frequency bands used by such
23	facilities or systems, described by geo-
24	graphic location.

1	"(iv) The steps to be taken by the
2	Federal entity to relocate its current spec-
3	trum uses from the eligible frequencies, de-
4	tailed according to timelines for specific
5	geographic locations in sufficient detail to
6	indicate when use of such frequencies at
7	specific locations will be shared between
8	the Federal entity and the commercial li-
9	eensee.
10	"(v) The specific interactions between
11	eligible Federal entities and NTIA needed
12	to implement the transition plan.
13	"(vi) The name of the director, offi-
14	eer, or employee responsible for the Fed-
15	eral entity's relocation efforts and who is
16	authorized to meet and negotiate with
17	commercial licensees regarding the reloca-
18	tion process.
19	"(vii) The Federal entity's plans and
20	timeline for using relocation funds received
21	from the Spectrum Relocation Fund.
22	"(viii) The Federal entity's plans and
23	timeline for procuring new equipment and
24	additional personnel needed for the reloca-
25	tion.

1 "(ix) The Federal entity's plans an	ıd
2 timeline for field-testing and deploying ne	₩
3 equipment needed in the relocation.	
4 "(x) The Federal entity's plans an	ıd
5 timeline for hiring and relying on contract	eŧ
6 personnel, if any.	
7 "(xi) Risk factors in the relocation	m
8 process that could affect the Federal ent	i -
9 ty's fulfillment of its transition plan.	
10 "(B) To be eligible to receive payment for)ľ
relocation costs from the Spectrum Relocation	m
12 Fund—	
13 <u>"(i) Federal entities shall make th</u>	æ
transition plans described in this sub-	9-
section available to NTIA at least 90 day	/S
prior to the date that NTIA shall mak	æ
such plans publicly available on its We	de
site pursuant to subparagraph (A), in	a
common format to be specified by NTL	A
20 after public input; and	
21 <u>"(ii) each transition plan shall</u> k	æ
evaluated by a standing 3-member teel	1 -
23 <u>nical panel (in this section referred to ε</u>	lS
the 'Technical Panel'), which shall report	rt
to NTIA and to the Federal entity, within	m

NTIA, on the sufficiency of the plan under this paragraph, including whether the required public information is included and whether proposed timelines and estimated relocation costs, including costs proposed for expanding the capabilities of a Federal system in connection with relocation, are reasonable.

"(C) The Director of OMB, the Administrator of NTIA, in consultation with the affected Federal entities, and the Chairman of the Commission shall each appoint one member to the Technical Panel, and each such member shall be a radio engineer or technical expert.

NTIA shall adopt regulations to govern the workings of the Technical Panel after public notice and comment, subject to OMB approval, and the members of the Technical Panel shall be appointed, within 180 days of the date of enactment of the Spectrum Relocation Improvement Act of 2010. No person shall serve as a member of the Technical Panel for more than 18 months.

1 "(D) If any of the information otherwise required by this paragraph is 'classified infor-2 3 mation', as that term is defined in section 4 798(b) of title 18, United States Code, the Fed-5 eral entity's transition plan shall explain the ex-6 clusion of any such information as specifically 7 as possible, shall make all relevant non-classi-8 fied information available in its transition plan, 9 and shall discuss as a risk factor the extent of 10 the classified information and the effect on the relocation process of the classified information. 11 12 "(E) NTIA, in consultation with OMB and 13 the Department of Defense, shall adopt regulations within 180 days of the date of enactment 14 15 the Spectrum Relocation Improvement Act of 16 2010 to ensure information released publicly for 17 the purpose of this paragraph contains no sen-18 sitive or classified information.". (e) SHARING AND COORDINATION OF SPECTRUM BE-19 21

TWEEN COMMERCIAL LICENSEES AND FEDERAL ENTITIES DURING RELOCATION TRANSITION.—Section 118 of
the National Telecommunications and Information Administration Organization Act (47 U.S.C. 928) is amended by adding at the end the following new subsections:

1	"(f) ELIGIBILITY FOR PAYMENT OF RELOCATION
2	Costs.
3	"(1) Spectrum sharing.—To be eligible to re-
4	ceive payment for relocation costs from the Spec-
5	trum Relocation Fund, a Federal entity shall—
6	"(A) in its transition plan for relocating its
7	current spectrum uses, provide—
8	"(i) to the fullest extent possible, for
9	sharing and coordination of eligible fre-
10	quencies with commercial licensees, includ-
11	ing reasonable accommodation by the Fed-
12	eral entity for the use of eligible fre-
13	quencies by the commercial licensee during
14	the period that the Federal entity is relo-
15	eating its spectrum uses (in this subsection
16	referred to as the 'transition period'); and
17	"(ii) a presumption that commercial
18	licensees shall be able to use eligible fre-
19	quencies during the transition period in ge-
20	ographic areas where the Federal entity
21	does not utilize those frequencies;
22	"(B) during the transition period, make
23	itself available, within 30 days after a written
24	request, for negotiation and discussion with
25	commercial licensees: and

"(C) during the transition period, make available to a commercial licensee with appro-priate security elearances any 'elassified infor-mation' as that term is defined in section 798(b) of title 18, United States Code, regard-ing the relocation process, on a need-to-know basis, to assist the commercial licensee in the relocation process with that Federal entity or other Federal entities.

"(2) Timely and successful completion

OF RELOCATION.—In addition to the conditions of

paragraph (1), to be eligible to receive payment for

relocation costs from the Spectrum Relocation Fund,

a Federal entity—

"(A) shall complete the relocation of its current spectrum uses not later than 1 year after the date upon which funds are transferred to the entity to fund the relocation;

"(B) may complete the relocation of its current spectrum use at a time period different that required under subparagraph (A), if prior to the date the Technical Panel (as described in section 113(g)(6)(C)) is required to post publicly the Federal entity's transition plan, the Federal entity receives written approval from

the Office of Management and Budget (in this section referred to as 'OMB'), with the advice of the Technical Panel; and

"(C) shall make available to NTIA, not later than 15 days prior to the date that is the halfway point of the time period described in subparagraph (A), a complete update of its transition plan, provided that NTIA shall post such update publicly on its Web site not later than the date that is the halfway point of the time period described in subparagraph (A).

"(3) Nothing in paragraphs (1) or (2) shall be construed to adversely affect critical communications related to the mission of any Federal entity.

"(4) Subject to subsection (d), payments for relocation costs from the Spectrum Relocation Fund shall be made to an eligible Federal entity not later than 30 days after the grant of the first license following the close of the auction.

20 "(g) DISPUTE RESOLUTION PROCESS.—

"(1) If, during the spectrum relocation process, a dispute arises over the execution, timing, or cost of the Federal entity's transition plan, either the Federal entity or the affected commercial licensee may seek resolution of the dispute from a 3-member

dispute resolution board, consisting of a representative of OMB, NTIA, and the Commission, and ehaired by the representative of OMB.

"(2) The dispute resolution board shall meet with representatives of the Federal entity involved in the dispute and the commercial licensee together to discuss the dispute. The dispute resolution board may require the parties to make written submissions to it. The dispute resolution board shall rule on any dispute within 30 days after the date that the dispute was brought before it.

"(3) The dispute resolution board shall be assisted by the Technical Panel described in section 113(g)(6)(C).

"(4) Subject to OMB approval, NTIA shall adopt regulations to govern the working of the dispute resolution board and the role of the Technical Panel after public notice and comment within 180 days after the date of enactment of the Spectrum Relocation Improvement Act of 2010.

"(5) Appeals may be taken from decisions of the dispute resolution board to the United States Court of Appeals for the District of Columbia Circuit by filing a notice of appeal with that court within 30 days after the date of such decision. Each

1 party shall bear its own costs and expenses, includ-2 ing attorneys' fees, for any litigation to enforce this 3 subsection or any decision rendered under it.". 4 SECTION 1. SHORT TITLE. 5 This Act may be cited as the "Spectrum Relocation" 6 Improvement Act of 2010". SEC. 2. RIGHTS AND RESPONSIBILITIES OF FEDERAL ENTI-8 TIES IN THE SPECTRUM RELOCATION PROC-9 ESS. 10 (a) Eligible Federal Entities.—Section 113(q)(1) of the National Telecommunications and Information Administration Organization Act (47 U.S.C. 923(g)(1)) is 12 amended to read as follows: 13 14 "(1) Eligible federal entities.—Any Fed-15 eral entity, as defined in subsection (i), that operates 16 a Federal Government station assigned to a band of 17 eligible frequencies, as described in paragraph (2), 18 and that incurs relocation costs because of the re-19 allocation of frequencies from Federal use to non-Fed-20 eral use shall receive payment for such costs from the 21 Spectrum Relocation Fund if the Federal entity is 22 found by the Office of Management and Budget (in 23 this section referred to as 'OMB') to comply with the 24 requirements of this section and section 118. For pur-

poses of this paragraph, Federal power agencies ex-

1	empted under subsection $(c)(4)$ that choose to relocate
2	from the frequencies identified for reallocation pursu-
3	ant to subsection (a) are eligible to receive payment
4	under this paragraph.".
5	(b) Public Information on Relocation Proc-
6	ESS.—Section 113(g) of the National Telecommunications
7	and Information Administration Organization Act (47
8	U.S.C. 923(g)) is amended—
9	(1) by redesignating paragraph (6) as para-
10	graph (7); and
11	(2) by inserting after paragraph (5) the fol-
12	lowing new paragraph:
13	"(6) Public notice of relocation plans.—
14	"(A) Not later than 90 days after the date
15	on which the NTIA, on behalf of eligible Federal
16	entities and after review by OMB, notifies the
17	Commission of estimated relocation costs and
18	timelines for such relocation as required by
19	paragraph (4)(A), NTIA shall post on its website
20	detailed transition plans from each of the eligible
21	Federal entities. Each Federal entity's transition
22	plan shall provide the public with the following
23	information about its spectrum relocation re-
24	quirements:
25	"(i) Current use of the spectrum.

1	"(ii) Geographic location of the Fed-
2	eral entities' facilities or systems.
3	"(iii) Frequency bands used by such
4	facilities or systems, described by geographic
5	location.
6	"(iv) The steps to be taken by the Fed-
7	eral entity to relocate its current spectrum
8	uses from the eligible frequencies, detailed
9	according to timelines for specific geo-
10	graphic locations in sufficient detail to in-
11	dicate when use of such frequencies at spe-
12	cific locations will be shared between the
13	Federal entity and the commercial licensee.
14	"(v) The specific interactions between
15	eligible Federal entities and NTIA needed to
16	implement the transition plan.
17	"(vi) The name of the director, officer,
18	or employee responsible for the Federal enti-
19	ty's relocation efforts and who is authorized
20	to meet and negotiate with commercial li-
21	censees regarding the relocation process.
22	"(vii) The Federal entity's plans and
23	timeline for using relocation funds received
24	from the Spectrum Relocation Fund.

1	"(viii) The Federal entity's plans and
2	timeline for procuring new equipment and
3	additional personnel needed for the reloca-
4	tion.
5	"(ix) The Federal entity's plans and
6	timeline for field-testing and deploying new
7	equipment needed in the relocation.
8	"(x) The Federal entity's plans and
9	timeline for hiring and relying on contract
10	personnel, if any.
11	"(xi) Risk factors in the relocation
12	process that could affect the Federal entity's
13	fulfillment of its transition plan.
14	"(B) To be eligible to receive payment for
15	relocation costs from the Spectrum Relocation
16	Fund—
17	"(i) Federal entities shall make the
18	transition plans described in this subsection
19	available to NTIA at least 90 days prior to
20	the date that NTIA shall make such plans
21	publicly available on its website pursuant
22	to subparagraph (A), in a common format
23	to be specified by NTIA after public input;
24	and

"(ii) each transition plan shall be evaluated by a standing 3-member technical panel (in this section referred to as the 'Technical Panel'), which shall report to NTIA and to the Federal entity, within 30 days after the plan's submission to NTIA, on the sufficiency of the plan under this paragraph, including whether the required public information is included and whether proposed timelines and estimated relocation costs, including costs proposed for expanding the capabilities of a Federal system in connection with relocation, are reasonable.

"(C) The Director of OMB, the Administrator of NTIA, in consultation with the affected Federal entities, and the Chairman of the Commission shall each appoint one member to the Technical Panel, and each such member shall be a radio engineer or technical expert. NTIA shall adopt regulations to govern the workings of the Technical Panel after public notice and comment, subject to OMB approval, and the members of the Technical Panel shall be appointed, within 180 days of the date of enactment of the Spectrum Relocation Improvement Act of 2010.

No person shall serve as a member of the Technical Panel for more than 18 months.

"(D) If any of the information otherwise required by this paragraph is 'classified information,' as that term is defined in section 798(b) of title 18, United States Code, the Federal entity's transition plan shall explain the exclusion of any such information as specifically as possible, shall make all relevant non-classified information available in its transition plan, and shall discuss as a risk factor the extent of the classified information and the effect on the relocation process of the classified information.

- "(E) NTIA, in consultation with OMB and the Department of Defense, shall adopt regulations within 180 days of the date of enactment the Spectrum Relocation Improvement Act of 2010 to ensure information released publicly for the purpose of this paragraph contains no sensitive or classified information."
- 21 (c) Sharing and Coordination of Spectrum Be-22 tween Commercial Licensees and Federal Entities 23 During Relocation Transition.—
- 24 (1) EVALUATION OF SHARED ACCESS.—Section 25 111 of the National Telecommunications and Infor-

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1	mation Administration Organization Act (47 U.S.C.
2	921) is amended—
3	(A) by striking "As used" and inserting the
4	following:
5	"(a) In General.—As used"; and
6	(B) by adding at the end the following:
7	"(b) Evaluation of Shared Access.—The Commis-
8	sion and the NTIA shall jointly establish any applicable
9	conditions as are determined necessary to define the term
10	shared access to include such considerations as methods of
11	sharing spectrum resources, coordination between Federal
12	and non-Federal entities, such as commercial licensees, and/
13	or sharing network infrastructure or other resources.".
14	(2) Eligibility for payment of relocation
15	costs.—Section 118 of the National Telecommuni-
16	cations and Information Administration Organiza-
17	tion Act (47 U.S.C. 928) is amended by adding at the
18	end the following new subsections:
19	"(f) Eligibility for Payment of Relocation
20	Costs.—
21	"(1) Spectrum sharing.—To be eligible to re-
22	ceive payment for relocation costs from the Spectrum
23	Relocation Fund, a Federal entity shall—
24	"(A) in its transition plan for relocating its
25	current spectrum uses, provide—

1	"(i) to the fullest extent possible, for
2	sharing and coordination of eligible fre-
3	quencies with commercial licensees, includ-
4	ing reasonable accommodation by the Fed-
5	eral entity for the use of eligible frequencies
6	by the commercial licensee during the pe-
7	riod that the Federal entity is relocating its
8	spectrum uses (in this subsection referred to
9	as the 'transition period'); and
10	"(ii) a presumption that commercial
11	licensees shall be able to use eligible fre-
12	quencies during the transition period in ge-
13	ographic areas where the Federal entity
14	does not utilize those frequencies;
15	"(B) during the transition period, make
16	itself available, within 30 days after a written
17	request, for negotiation and discussion with com-
18	mercial licensees; and
19	"(C) during the transition period, make
20	available to a commercial licensee with appro-
21	priate security clearances any 'classified infor-
22	mation' as that term is defined in section 798(b)
23	of title 18, United States Code, regarding the re-
24	location process, on a need-to-know basis, to as-

sist the commercial licensee in the relocation

1	process with that Federal entity or other Federal
2	entities.
3	"(2) Timely and successful completion of
4	RELOCATION.—In addition to the conditions of para-
5	graph (1), to be eligible to receive payment for reloca-
6	tion costs from the Spectrum Relocation Fund, a Fed-
7	eral entity—
8	"(A) shall complete the relocation of its cur-
9	rent spectrum uses not later than 1 year after
10	the date upon which funds are transferred to the
11	entity to fund the relocation;
12	"(B) may complete the relocation of its cur-
13	rent spectrum use at a time period different that
14	required under subparagraph (A), if prior to the
15	date the Technical Panel (as described in section
16	113(g)(6)(C)) is required to post publicly the
17	Federal entity's transition plan, the Federal en-
18	tity receives written approval from the Office of
19	Management and Budget (in this section referred
20	to as 'OMB'), with the advice of the Technical
21	Panel; and
22	"(C) shall make available to NTIA, not
23	later than 15 days prior to the date that is the
24	halfway point of the time period described in
25	subparagraph (A), a complete update of its tran-

- sition plan, provided that NTIA shall post such update publicly on its website not later than the date that is the halfway point of the time period described in subparagraph (A).
 - "(3) Nothing in paragraphs (1) or (2) shall be construed to adversely affect critical communications related to the mission of any Federal entity.
 - "(4) Subject to subsection (d), payments for relocation costs from the Spectrum Relocation Fund shall be made to an eligible Federal entity not later than 30 days after the grant of the first license following the close of the auction.

"(g) Dispute Resolution Process.—

- "(1) If, during the spectrum relocation process, a dispute arises over the execution, timing, or cost of the Federal entity's transition plan, either the Federal entity or the affected commercial licensee may seek resolution of the dispute from a 3-member dispute resolution board, consisting of a representative of OMB, NTIA, and the Commission, and chaired by the representative of OMB.
- "(2) The dispute resolution board shall meet with representatives of the Federal entity involved in the dispute and the commercial licensee together to discuss the dispute. The dispute resolution board may

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- 1 require the parties to make written submissions to it.
- 2 The dispute resolution board shall rule on any dis-
- 3 pute within 30 days after the date that the dispute
- 4 was brought before it.

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- 5 "(3) The dispute resolution board shall be as-6 sisted by the Technical Panel described in section 7 113(q)(6)(C).
 - "(4) Subject to OMB approval, NTIA shall adopt regulations to govern the working of the dispute resolution board and the role of the Technical Panel after public notice and comment within 180 days after the date of enactment of the Spectrum Relocation Improvement Act of 2010.
 - "(5) Appeals may be taken from decisions of the dispute resolution board to the United States Court of Appeals for the District of Columbia Circuit by filing a notice of appeal with that court within 30 days after the date of such decision. Each party shall bear its own costs and expenses, including attorneys' fees, for any litigation to enforce this subsection or any decision rendered under it."
- 22 SEC. 3. GAO STUDY.
- 23 (a) In General.—The Comptroller General of the
- 24 United States shall conduct a study regarding the National
- 25 Telecommunications and Information Administration and

- 1 other Federal agencies' spectrum management capabilities,
- 2 including related staff, mission, and current budget for the
- 3 annual spectrum-related efforts of the NTIA and such other
- 4 Federal agencies. The study required under this subsection
- 5 shall include an analysis of expected funding needs and co-
- 6 ordination of existing resources of the Federal Government,
- 7 by agency, to prepare for any future relocation or sharing
- 8 of currently utilized spectrum.
- 9 (b) Submission of Report.—Not later than March
- 10 31, 2011, the Comptroller General of the United States shall
- 11 submit report on the study required under subsection (a)
- 12 to the Committee on Energy and Commerce of the House
- 13 of Representatives and the Committee on Commerce,
- 14 Science, and Transportation of the Senate.

Calendar No. 696

111TH CONGRESS S. 3490

A BILL

To clarify the rights and responsibilities of Federal entities in the spectrum relocation process, and for other purposes.

DECEMBER 14, 2010
Reported with an amendment