

March 23, 2020

Chairman Ajit V. Pai  
Commissioner Michael O’Rielly  
Commissioner Brendan Carr  
Commissioner Jessica Rosenworcel  
Commissioner Geoffrey Starks  
Federal Communications Commission  
445 12th Street, SW  
Washington, DC 20554

Re: Docket Nos. 11-42, 09-197, 96-45, 17-287

EMERGENCY REQUEST FOR INCREASED LIFELINE SUPPORT  
DURING THE COVID-19 CRISIS

Dear Chairman Pai, Commissioners O’Rielly, Carr, Rosenworcel and Starks:

As the United States is facing an unprecedented emergency, with almost all Americans—old and young—required to work, learn, and function while staying at home, the need for connectivity across the country has never been greater. Internet and telephone access are extremely urgent at this time as families stay at home to protect public health and struggle to recreate their lives online. Existing disparities in communications access are only being exacerbated during this national emergency. The Chairman’s Keep Americans Connected Pledge and Federal Communications Commission’s (“FCC” or “Commission”) decision to temporarily waive recertification and reverification requirements for existing Lifeline customers were laudable first steps in the early days of the crisis, but more is needed as the extent and length of the emergency becomes evident. The undersigned organizations therefore request the FCC immediately take the following actions to adapt the Lifeline program to meet the COVID-19 crisis:

- Immediately prohibit disconnections of Lifeline consumers;
- Within no more than one week, require Lifeline providers to offer unlimited voice minutes and unlimited texting and commensurate voice-only financial support; and
- Within no more than 21 days, create an emergency Lifeline broadband benefit.

Lifeline is the only existing program designed to help low-income consumers afford essential communications services. The program design can quickly be ramped up to provide additional services and benefits to help households acting in accordance with national directives to maintain social distance while also receiving health care, continuing work, participating in distance learning and providing mutual aid and support.<sup>1</sup> Immediate action is needed. Our organizations are hearing urgent requests from frontline public health providers, legal services, public housing authorities and others that highlight the public health threat from limited Lifeline minutes. For example, just this week a community health care professional was alarmed to see many low-income patients coming in-person to the clinic because they could not afford to use voice minutes to call ahead. And public housing authority workers reported elderly Lifeline tenants rationing their Lifeline minutes to their detriment. Public health and the economy will be severely impacted if millions of low-income people do not have access to adequate telephone and Internet connections.

The Commission has ample precedent to take this action to protect the most vulnerable members of our society. In 2005, the Commission acted in response to Hurricane Katrina. Six weeks after Hurricane Katrina hit, the Commission issued an emergency order making support available for wireless

service for the first time and drawing upon existing emergency designations to determine who was eligible for support.<sup>ii</sup> The Commission should draw on this precedent to take the steps described below to adopt emergency measures starting immediately and ending 30 days after COVID-19 emergencies cease.<sup>iii</sup>

***Prohibit disconnections of Lifeline customers.*** Lifeline customers should not lose access during the COVID-19 crisis and for a reasonable period (e.g., 120 days) after the crisis. The Commission should immediately eliminate the non-usage rule and should continue its waiver of the recertification and reverification requirements for the full length of the emergency.<sup>iv</sup>

***Unlimited voice minutes, unlimited text and commensurate voice-only support.*** Within one week, the Commission should immediately require unlimited voice minutes and unlimited texting until the crisis is over. At the same time the Commission must also temporarily increase voice support to a level sufficient to cover the increased minutes. Further support for phones that can tether or offer hotspots would also ameliorate current limits on broadband access.<sup>v</sup>

***Emergency Lifeline Broadband Benefit.*** Within no more than 21 days, the Commission should create an Emergency Lifeline broadband benefit for low-income households for \$50 per month to fill in the gaps once the initial corporate commitments for 60 days of free service end. An adequate broadband service to the home would provide 100 megabits per second downstream/10 megabits per second upstream to allow for multiple members of the household to have the connectivity necessary for two-way video.<sup>vi</sup> To be eligible, such products should not include any waiting period for service or prohibitions for consumers with arrearages. The Commission should forbear from the obligations that broadband providers be designated ETCs.<sup>vii</sup>

In addition to these actions, emergency Lifeline assistance should easily be available to households that have experienced a sudden drop in wages due to the COVID-19 crisis. While federal benefits programs are likely to see a rapid influx of participants and thus many will be able to rely upon existing program eligibility rules, the Commission should adopt rules that will streamline access for households impacted suddenly by the COVID-19 emergency.<sup>viii</sup>

The temporary expansion of Lifeline benefits described here will fulfill the Communications Act, advances the Congressionally mandated goals of universal service and is in line with Commission precedent.<sup>ix</sup> Millions of people in this country must stay home in order to limit the spread of the coronavirus and it is in our country's national interest to continue as much of our economic and civic life as possible during this time. In the near-term telephone and Internet access will be necessary for health care, employment, the national census, primary elections, education and more. We strongly urge the Commission to act immediately. Our organizations are willing and able to collaborate to ensure these actions are as timely and successful as possible.

Sincerely,

Access Humboldt, Eureka, CA  
Access Now  
ACTION-Housing, Pittsburgh, PA  
African American Health Alliance  
AIDS Alabama, Birmingham, AL  
AIDS Foundation of Chicago  
AIDS Law Project of Pennsylvania  
Alianza Nacional de Campesinas  
Alternate ROOTS, Atlanta, GA

American Civil Liberties Union  
American Federation of Teachers, AFL-CIO  
American Library Association  
America's Health Insurance Plans / AHIP  
Anixter Center, Chicago, IL  
Anne Arundel County, Department of Health, Anne  
Arundel County, MD  
Appalshop, Central Appalachian Region, KY, VA,  
WV, TN

The Arc of the U.S., Washington, DC  
 Ashbury Senior Computer Community Center,  
 Cleveland, OH  
 Asian Americans Advancing Justice—Los Angeles  
 Asian Americans Advancing Justice | AAJC  
 Asian Pacific American Labor Alliance, AFL-CIO  
 Association for Behavioral Healthcare,  
 Massachusetts  
 Association for Community Affiliated Plans,  
 Washington  
 Association of Assistive Technology Act Program,  
 Washington  
 Association of Nurses in AIDS Care  
 Autistic Self Advocacy Network  
 Benton Institute for Broadband & Society  
 Black Lives Matter DC, Washington, DC  
 Blue Cross Blue Shield Association  
 Boston Medical Center Health System, Boston, MA  
 Brookline Interactive, Brookline, MA  
 Byte Back  
 California Center for Rural Policy  
 California LGBT Arts Alliance, Los Angeles, CA  
 CARDBoard Project, Plano, TX  
 Center for Advocacy for the Rights and Interests of  
 the Elderly (CARIE)  
 Center for Digital Democracy  
 Center for Law and Social Policy (CLASP)  
 Center for New Americans, Northampton, MA  
 The Center for Public Representation,  
 Massachusetts, District of Columbia  
 Center for Rural Strategies  
 Center on Halsted, Chicago, IL  
 Central West Justice Center, Worcester, MA  
 Champaign County Health Care Consumers,  
 Champaign, IL  
 Charlotte Center for Legal Advocacy, Charlotte,  
 NC  
 Chicago House and Social Service Agency,  
 Chicago, IL  
 Chicago Women's AIDS Project, Chicago, IL  
 Child Advocacy Center of Franklin Co & North  
 Quabbin Inc., Greenfield, MA  
 Children's HealthWatch, Boston, MA  
 Children's Home & Aid, Illinois  
 Choices Coordinated Care Solutions, Indianapolis,  
 IN  
 Church World Service  
 Citizens Action Coalition of Indiana  
 Clinical and Support Options  
 Coalition to End Stigma and Discrimination,  
 Newark, NJ  
 Collective Action for Puerto Rico, New York, NY  
 Color Of Change  
 Colorado Center on Law and Policy  
 Colorado Organizations and Individuals  
 Responding to HIV/AIDS, Colorado  
 Common Cause  
 Common Sense  
 CommunicationFIRST  
 Communications Workers of America  
 Community Action, Greenfield, MA  
 Community Behavioral Healthcare Association of  
 Illinois, Springfield, Illinois  
 Community Catalyst, Boston, MA  
 Community Education Group, Shepherdstown, WV  
 Community Legal Services of Philadelphia, Energy  
 Unit, Health and Independence Unit, Philadelphia,  
 PA  
 Congregation of Our Lady of Charity of the Good  
 Shepherd, U.S. Provinces  
 Connected Nation, Inc.  
 Consortium for School Networking (CoSN)  
 Cunningham Township, Urbana, IL  
 Denver Public Library, Denver, CO  
 Disability Law Center, Boston, MA  
 Disability Rights Education and Defense Fund  
 (DREDF)  
 DuPage Federation on Human Services Reform,  
 Lombard, IL  
 DynamicChanges LLC, Salem, OR  
 El Valle Community Center, Villanueva, NM  
 Emmanuel Free Methodist Church, Alton, IL  
 Equal Hope, Chicago, IL  
 EraseTheRedline Inc., New Jersey  
 Esperanza, Philadelphia, PA  
 Exprés de Gloria, Chicago IL  
 The Family Cafe  
 Florida Legal Services, Inc.  
 Free Geek, Portland, OR  
 Full Color Future, Washington DC  
 The Garrett Law Firm, PLLC, Austin, TX  
 Generation Justice, Albuquerque, NM  
 George Wiley Center, Rhode Island  
 Gift of Voice  
 Girls Inc.  
 Greater Boston Legal Services, Weymouth, MA  
 GreaterWorks Inc., Chicago, Illinois  
 The Greenlining Institute, Oakland, CA  
 GreenTree Peer Center, Winston-Salem, NC  
 GROW In Illinois  
 Health & Medicine Policy Research Group,  
 Chicago, IL

Health Law Advocates, Boston, MA  
 Healthcare Leadership Council  
 Heartland Alliance, Chicago, IL  
 Hepatitis Education Project, Seattle, WA  
 Hispanic Technology & Telecommunications Partnership (HTTP)  
 Housing Authority City of Austin, Texas  
 Indivisible  
 Indivisible, Illinois  
 InnovateEDU, Brooklyn, NY  
 Institute for Intellectual Property and Social Justice  
 Joint Center for Political and Economic Studies  
 Just Harvest, Pittsburgh, PA  
 Just Roots, Greenfield, MA  
 Justice Center of SouthEast Massachusetts, Brockton, MA  
 Justice in Aging  
 The Kennedy Forum Illinois, Chicago, IL  
 Kentucky Equal Justice Center  
 The Leadership Conference on Civil and Human Rights  
 Legacy Hospice, Fishersville, VA  
 Legal Aid Chicago  
 Legal Council for Health Justice Chicago  
 Legal Services Advocacy Project, St. Paul, MN  
 Let's Talk About It (LTAI), Gainesville, FL  
 Libraries Without Borders  
 Line Break Media, Twin Cities, MN  
 Liver Health Connection, Denver, CO  
 Low Income Utility Advocacy Project, Illinois  
 Maine Equal Justice  
 Martinez Street Women's Center, San Antonio, TX  
 Mass Law Reform Institute  
 Massachusetts Health & Hospital Association, Burlington, MA  
 Massachusetts Law Reform Institute  
 Massachusetts League of Community Health Centers  
 Massachusetts Senior Action Council, Dorchester, MA  
 Media Alliance, San Francisco, CA  
 MediaJustice  
 Memorial Behavioral Health, Springfield, IL  
 Mental Health America  
 Mental Health Legal Advisors Committee, Massachusetts  
 Metropolitan Family Services, Chicago, IL  
 Michael Reese Research & Education Foundation  
 HIV Care Program, Chicago, IL  
 Michigan Poverty Law Program  
 Mississippi Center for Justice  
 Montague Catholic Social Ministries, Turners Falls, MA  
 More Too Life, Sarasota, FL  
 Mother and Child Alliance, Chicago, IL  
 Mountain State Justice, West Virginia  
 Musica Franklin, Greenfield and Montague, MA  
 Muslims Emergency Management Puget Sound, Seattle, WA  
 NAACP  
 NAMI Chicago, Chicago, IL  
 National Advocacy Center of the Sisters of the Good Shepherd  
 National Alliance on Mental Illness  
 National Alliance on Mental Illness, Massachusetts  
 National Association of Community Health Centers  
 National Association of Councils on Developmental Disabilities  
 National Center for Transgender Equality  
 National Community Action Partnership  
 National Consumer Law Center, on behalf of its low-income clients  
 National Consumers League  
 National Council for Behavioral Health, Washington  
 National Council of Churches  
 National Digital Inclusion Alliance  
 National Disability Rights Network  
 National Education Association  
 National Employment Law Project  
 National Fair Housing Alliance  
 National Health Law Program  
 National League of Cities  
 National LGBTQ Task Force  
 National Mental Health Consumers' Self-Help Clearinghouse  
 National Organization for Women  
 National Respite Coalition  
 National Urban League  
 Native Public Media  
 NETWORK Lobby for Catholic Social Justice  
 New America's Open Technology Institute  
 New Mexico Center on Law and Poverty  
 Next Century Cities  
 North Carolina Medical Society  
 Northeast Justice Center, Massachusetts  
 Nurses for Justice Baltimore, Baltimore, MD  
 OCA - Asian Pacific American Advocates  
 Ohio Valley Environmental Coalition, Huntington, WV  
 On Our Own of Carroll County, Inc., Westminster, MD

On Our Own of St. Mary's, Leonardtown, MD  
 Open Access Connections, St. Paul, MN  
 Open MIC (Open Media and Information Companies Initiative)  
 Opportunity Ministries, Inc., Anne Arundel, MD  
 Oregon Citizens' Utility Board, Portland, OR  
 Our Lord's Lutheran Church  
 Partners Bridging the Digital Divide  
 Partners HealthCare, Community Health, Boston, MA  
 Pax Christi USA  
 PDG Rehabilitation Services, Inc., Millersville, MD  
 Peer Wellness & Recovery Services, Inc., Silver Spring, MD  
 Pennsylvania Coalition Against Domestic Violence  
 Pennsylvania Utility Law Project, on behalf of its low-income clients  
 Permanent Beauty LLC, Union City NJ  
 Personal Disability Consulting, Inc., Newton, MA  
 Portland Raging Grannies, Portland, OR  
 Positive Women's Network USA  
 Project Appleseed, the National Campaign for Public School Improvement  
 Project Vida, Chicago, IL  
 PROTEC, Detroit, MI  
 Public Knowledge  
 Public Utility Law Project of New York  
 Pueblos de Lucha y Esperanza, Minneapolis MN  
 RCHN Community Health Foundation  
 RCHN Community Health Foundation  
 Rural Women's Health Project, Gainesville, FL  
 Safer Foundation, Chicago, IL/Davenport, IA  
 San Francisco AIDS Foundation  
 Senior Services Plus, Alton, IL  
 SeniorLAW Center, Pennsylvania  
 SHLB Coalition  
 Shriver Center on Poverty Law  
 Sisters of Mercy of the Americas Justice Team  
 Sol-Caritas, New York, NY  
 South Carolina Appleseed Legal Justice Center  
 South Side Help Center, Chicago IL  
 Springfield Center for Independent Living, Springfield, IL  
 Stavros, Center for Independent Living, Amherst, MA  
 Success Against All Odds  
 Sunrise Community for Recovery and Wellness, Asheville, NC  
 Supportive Housing Providers Association, Springfield, IL  
 Tech It Out Robotics  
 Treatment Action Group  
 Tree of Hope Association, Rockville, MD  
 Trilogy, Inc., Chicago, IL  
 TruEvolution, Inc., Riverside, CA  
 UI Health Community Clinic Network, Chicago, IL  
 Union for Reform Judaism  
 United Church of Christ, Justice and Witness Ministries  
 United Church of Christ, OC Inc.  
 United States Society for Augmentative & Alternative Communication  
 Urbana Champaign Independent Media Center, Urbana, IL  
 Vermont Legal Aid, Inc.  
 Vermont Mutual Aid Society  
 VetsFirst  
 Virginia Citizens Consumer Council  
 Virginia Harm Reduction Coalition, Roanoke, VA  
 Voices for Racial Justice, Minneapolis, MN  
 Washington Technology Policy Podcast Corporation (WashingTECH)  
 The Well Project  
 Western Center on Law and Poverty, California  
 Wildfire: Igniting Community Action to End Poverty in Arizona  
 William E. Morris Institute for Justice, Arizona  
 WinstonNet  
 The Women's Center, Inc. of Columbia/Montour, Bloomsburg PA  
 Women Employed, Chicago, IL  
 Women's Law Project, Pennsylvania

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<sup>i</sup> Presidential Coronavirus Guidelines for America, available at [Coronavirus.gov](https://www.whitehouse.gov/presidential-actions/proclamation-declaring-national-emergency-concerning-novel-coronavirus-disease-covid-19-outbreak/); Proclamation on Declaring a National Emergency Concerning the Novel Coronavirus Disease (COVID-19) Outbreak, available at <https://www.whitehouse.gov/presidential-actions/proclamation-declaring-national-emergency-concerning-novel-coronavirus-disease-covid-19-outbreak/>.

<sup>ii</sup> In the Matter of Federal-State Joint Board on Universal Service et al., 20 FCC Rcd 16883, Docket Nos. 96-45, 02-6, 02-60, 03-109, FCC 05-178 (2005) (“*Katrina USF Order*”). The Commission drew upon the universal service goals in Section 254(b) and made a finding for good cause shown under its rules. *Id.*, ¶6-7 (citing 47 U.S.C. § 254(b); 47 C.F.R. § 1.3; *Northeast Cellular Telephone Co. v. FCC*, 897 F.2d 1164, 1166 (D.C. Cir. 1990)). The Commission authorized \$130 for a minimum of 300 minutes and an additional \$30 benefit for initiating service to

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any person approved for individual FEMA housing assistance or determined by FEMA to be eligible for such individual housing assistance. *Id.*, ¶¶11-14.

<sup>iii</sup> If the emergency is located in various regions of the country in the future, rather than nationally, the Commission should make these emergency benefits available in any state or locality where an emergency has been declared.

<sup>iv</sup> Wireline Competition Bureau, *Covid-19 Lifeline Order*, WC Docket No. 11-42, DA 20-285 (rel. Mar. 17, 2020).

<sup>v</sup> Increased data for devices offering hotspots where wired Internet is not available should also be considered.

<sup>vi</sup> Jonathan Sallet, *Broadband for America's Future: a Vision for the 2020s*, (Benton Institute for Broadband & Society), [https://www.benton.org/sites/default/files/BBA\\_full\\_F5\\_10.30.pdf](https://www.benton.org/sites/default/files/BBA_full_F5_10.30.pdf). The Commission should also consider supporting access to devices as it authorized support for handsets in the *Katrina USF Order* at ¶¶17, 22.

<sup>vii</sup> The *Katrina USF Order* used Section 10 forbearance to adopt a streamlined certification process in lieu of eligible telecommunications carriers (ETCs) designation so additional carriers could receive universal service support during the crisis. *Id.*, ¶¶19-21.

<sup>viii</sup> For example, program participants could demonstrate eligibility if they can document a layoff or an unemployment application, combined with a self-certification that it is connected to the COVID-19 crisis.

<sup>ix</sup> The Communications Act's goal is to "make available, so far as possible, to all the people of the United States, without discrimination on the basis of race, color, religion, national origin, or sex, a rapid, efficient, Nation-wide, and world-wide wire and radio communication service with adequate facilities at reasonable charges, for the purpose of the national defense, for the purpose of promoting safety of life and property...." 47 U.S.C. §151; "Consumers in all regions of the Nation, including low-income consumers and those in rural, insular, and high cost areas, should have access to telecommunications and information services...." 47 U.S.C. §254(b)(3).