

1 Regional Committee Positions

At the first regional plan meeting on September 2, 1999, David Buchanan was elected as Regional Chair. His contact information is below:

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At the third regional plan meeting on March 13, 2002 Garrett Mayer was elected Vice Chair of the Committee. His contact information is below:

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At the third regional plan meeting on March 13, 2002 Charles Luckey was elected as Secretary of the Committee. His contact information is below:

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2 RPC Membership

Appendix A contains the membership list for Region 5. Membership is open to any interested party. Voting and operating procedures are described in Section 5 of this plan.

3 Region Description

Region 5 commonly referred to as Southern California, consists of 10 counties – San Louis Obispo, Santa Barbara, Kern, Ventura, San Bernardino, Los Angeles, Orange, Riverside, San Diego, and Imperial.

The Southern California terrain is varied and rugged. Elevations range from 180 feet below sea level to over 10,000 feet above. Population is concentrated in the Los Angeles basin and surrounding areas and in San Diego and it's surrounding areas. Other areas of Southern California have small concentrated areas of population with vast areas of mountains and desert with very sparse population. The Los Angeles Basin including surrounding areas requires the majority of spectrum to support public safety services to the 15.6 million citizens.

All types of public safety agencies and services are located in this region. The majority of requests for voice spectrum were as follows.

The State of California's request for spectrum is to support a new statewide system that will integrate multiple state agencies on the system. The State is also designing the system to accommodate local agencies that wish to participate.

Several Counties in the region are requesting spectrum to expand and accommodate growth of existing 800 MHz trunked systems.

The State Emergency Medical Services Authority and American Medical Response (AMR) a large ambulance service provider requested spectrum for new emergency medical systems.

Another category of requests was from a few cities in the Los Angeles basin area to satisfy long unmet needs.

4 Notification Process

The First Regional Plan Meeting was held on September 2, 1999. Notices were sent by mail to FEMA Region 9, APCO, FCCA, IMSA, ASHTO and the FCC. The meeting was advertised in the APCO Magazine and the CPRA (the local APCO chapter) News Letter. The FCC did not issue a Public Notice of the meeting. The convener, David Buchanan also contacted several agencies via email that expressed interest in the planning process. The CPRA Commlink is sent monthly to nearly all public safety agencies and is considered the primary notification method.

The second meeting was held on June 21, 2000. The FCC did issue a Public notice for this meeting. The meeting was again advertised in the CPRA CommLink. During the meeting an opportunity was given for anyone not at the first meeting to object and ask for a revote on decisions made. No one came forward to object.

As the primary purpose of the planning effort is to allocate spectrum to public safety agencies needing additional spectrum, the Committee made special efforts to allow agencies to come forward and demonstrate a need for additional spectrum. A filing window for requests was open from the first meeting until January 1, 2001.

This was advertised at CPRA monthly Meetings and in the CPRA Commlink. The local APCO frequency advisor, personally contacted several agencies he knew of that had unfilled needs that were long standing.

All meeting notices, minutes and members of the committees are shown in the appendixes of this plan.

5 Regional Plan Administration

5.1 Operations of the Regional Plan Committee

This committee will use Robert's Rules of Order to conduct meetings. All decisions will be by clear consensus vote with each Public Safety Agency having one vote. The meetings are open to all persons and a public input time is given for anyone to express a viewpoint or to have input to the planning.

Workgroups may be formed as needed to work on specific issues. For the initial planning three workgroups were formed – writing group, spectrum planning group and operations group. Workgroups are intended to work on details of specific issues and make recommendations to the full committee. Any changes to the Regional plan must be voted and approved by the full Regional Plan Committee. Workgroups are open to any who want to participate. The Chair of the Regional Plan Committee appoints the Chair for each workgroup.

A minimum of one meeting per year will be held of the full committee. This will be announced and advertised 90 days in advance by the Committee Chair. Normal time for this meeting will be in January each year.

Beginning two years after Federal Communications Commission approval of this Regional Plan, the Chair shall call a meeting of the Committee to elect a Chair, Vice Chair and Secretary to serve for two years. There is no limit to the number of terms that may be served.

If the Chair is unable to serve a complete term the Vice Chair will serve as Chair until the next election meeting. If both the Chair and Vice Chair are unable to serve their full terms one or the other should strive to call a special meeting of the Committee to elect replacements. If for some reason, neither the Chair nor the Vice Chair can call the special meeting; the State or any County within the region may call for a special meeting, giving at least 90 days notice, to elect replacements.

5.2 Procedure for Requesting Spectrum Allotments

The procedure for initial requests is stated in Section 4. After plan approval, agencies desiring a spectrum allotment shall submit a request to the Chair in writing indicating their need for spectrum. The requests will be considered, providing that harmful interference is not caused to existing users. The technical parameters to determine the extent of any possible interference are given in Section 7, of this Plan. Agencies will need to provide the Committee with a full justification for the additional spectrum. All requests will be considered on a first come first served basis. In the event that contending requests are received, in the

same time frame Section 8.5 will be used to determine priority for allocation of spectrum.

For approval, the Chair will distribute the request to all other agencies with allotments in the plan for review. An agency may protest approval within 30 calendar days. Protests will only be considered if an agency or the Chair can show harmful interference is likely based on the input submitted by the agency requesting the new allotment or the allotment does not conform to plan criteria. If the parties cannot resolve the issues and so inform the Chair within 14 calendar days then a full Committee meeting will be scheduled to consider and vote on the protest. Absent a protest, the allotment will be approved by the Chair and submitted to the FCC as a plan amendment.

5.3 Procedure for Frequency Coordination

Before applicants submit an application to one of the FCC recognized frequency coordinators, the application must be reviewed at a frequency meeting of the Regional Planning Committee. The Committee will review the application to ensure it complies with all elements of the Regional Plan. This will NOT be a review to ensure the application form meets FCC requirements for filing.

The applicants must submit a copy of the FCC application and supporting documents to the Regional Plan Chair. An interference prediction map must be included in the documentation. TIA/EIA TSB88-A guidelines will be used to produce the interference map. The map must show all interference predicted using TSB88-A guidelines. Any agency with co-channel or adjacent channel allotments may request field tests of signal levels to verify interference signal levels. Agencies must be prepared to conduct these field tests if a request is made. All agencies must meet the coverage criteria of Section 7.

The frequency meetings will be held as needed to review applications but normally concurrent with the California Public-Safety Radio Association (CPRA-the Southern California Chapter of APCO) monthly meeting. After the regular CPRA meeting, the 700 MHz Regional Plan Frequency meeting may be convened. The CPRA meetings are normally attended by many of the public safety agencies in Southern California. Notification of frequency meetings will be placed in the CPRA CommLink and will be available to non-members at the CPRA WEB site (www.cpra.org). Membership in APCO or CPRA is not required to participate in this frequency coordination meetings and the collocation of meetings is solely for the convenience of the Regional Plan Members.

5.4 Adjacent Region Spectrum Allocation

Region 5 shares borders with Arizona, Nevada, and Northern California. Region 5 has a small population density along the Nevada and Arizona borders. Region 5 will coordinate channel allocations with all bordering regions and the State of California for those channels established by planning as statewide use.

Region 5 will provide data to the National Public Safety Telecommunications Council (NPSTC) Pre-coordination Data Base to assist with adjacent region coordination.

5.5 Mexico Border issues

Region 5 shares a border with Mexico. The Counties of Imperial and San Diego are impacted by any border spectrum agreements. State of California spectrum use is also impacted in those counties. Region 5 requests input into any spectrum sharing agreements with Mexico. Any agreement that impacts allotments to Imperial County and San Diego County/City will impact the entire allotment plan for Region 5. Region 5 is ready to help in any way in working out spectrum sharing agreements with Mexico.

5.6 Dispute Resolution

In the event an agency disputes the implementation of this plan after FCC approval, the agency must notify the Chair of the dispute in writing. This section does not apply to protests over new spectrum allotments (see Section 5.2). The Chair will attempt to resolve the dispute on an informal basis. If a party to the dispute employs the Chair, then the Vice Chair will attempt resolution. In such cases, the Chair shall be deemed to have a conflict of interest and will be precluded from voting on such matters. If after 30 days the dispute is not resolved, the Chair (or Vice Chair) will appoint an ad-hoc Dispute Resolution Committee. The committee shall be comprised of a member from the State of California and members selected from representatives of the counties in the region, the City of Los Angeles or the City of San Diego. No member selected may be from an agency involved in the dispute. That committee will select a Chair to head the committee. The Regional Plan Chair (or Vice Chair) will represent the Region in presentations to the Dispute Resolution Committee. The Committee will hear input from the disputing agency, any effected agencies and the Region Chair. The Committee will then meet in executive session to prepare a recommendation to resolve the dispute. Should this recommendation not be acceptable to the disputing agency(ies), the dispute and all written documentation will be forwarded to the Federal Communications Commission for final resolution.

6 Interoperability Channels

6.1 Introduction

The ability for agencies to effectively respond to mutual aid requests directly depends on their ability to communicate with each other. Southern California is subject to many natural disasters and mutual aid is common among agencies. This Plan seeks to facilitate the communications necessary for effective mutual aid.

The State of California will administer the interoperability channels via a State Interoperability Executive Committee (SIEC) under National Coordination Committee's (NCC) guidelines. As the State is divided into two regions this will facilitate common operating procedures for both North and South. If the State is unable to form the SIEC and develop interoperability operating procedures then this committee will do so. This Plan also gives the following guidance to the SIEC to take into account the needs of Southern California.

6.2 Tactical Channels

This Region is unable to set aside, at this time, additional channels beyond those established by the FCC in their band allocations, for interoperability use. Because of the extensive mutual aid operations that can involve several mutual aid operations simultaneously, all mobile and portable units operating under this Plan should have all the interoperability channels both repeat and direct modes programmed into each unit. The radios must be programmed with the minimum number of channels called for in NCC guidelines or as the SIEC specifies. The channels display will be in accordance with the NCC guidelines that have common alphanumeric nomenclature to avoid any misinterpretation of use.

6.3 Deployable Systems

This Plan strongly supports use of deployable systems, both conventional and trunked. Deployable systems are prepackaged systems that can deploy by ground or air to an incident to provide additional coverage and capacity on interoperability channels. This will minimize the expense of installing extensive fixed infrastructure and recognizes the difficulty of providing complete coverage of the region due to environmental constraints.

Agencies should have conventional deployable systems capable of being tuned to any of the interoperability tactical channels. Those agencies that are part of a multi-agency trunked system and commonly provide mutual aid to each other are encouraged to have trunked deployable systems that operate on the tactical channels designated by the FCC for this use. The SIEC will develop the operational details for deploying these systems.

It is expected that the tactical channels set aside for trunked operation will be heavily used by deployable systems. Therefore, the tactical channels cannot be assigned to augment general use trunked systems.

6.4 Monitoring of Calling Channels

It is desired that the State of California take responsibility for monitoring the interoperability and calling channels. This would include assignments of channels to mutual aid incidents as required. The SIEC will develop operational guidelines for this function.

7 Interference Protection

The frequency allotment list is based on an assumption that the systems will be engineered on an interference-limited basis not a noise floor-limited basis. Agencies are expected to design their systems for maximum signal levels within their coverage area and minimum levels in the coverage area of other co-channel users. Coverage area is normally the geographical boundaries of the Agency(s) served plus a three-mile area beyond.

Systems should be designed for a minimum signal strength of 40 dB μ in the system coverage area while minimizing signal power out of the coverage area. TIA/EIA TSB88-A (or latest version) will be used to determine harmful interference assuming 40 dB μ , or greater, signal in all systems coverage areas. This may require patterned antennas and extra sites compared to a design that assumes noise limited coverage.

To maximize spectrum utilization, receivers of the highest quality must be used in systems. Given a choice of radios to choose from in a given technology family, agencies should use the units with the best specifications. This plan will not protect agencies from interference if their systems utilize low quality receivers.

8 Allocation of Narrowband “General Use” Spectrum

All agencies requesting spectrum during the initial filing window (see Section 4) were allotted channels excepting as noted in Section 8.4. Allotments were made in 4 channel (25 kHz) groups to allow for various digital technologies to be implemented. Requests for voice channels were allocated on the basis of one 6.25 kHz channel per one voice channel requested. For narrowband mobile data requests two 6.25 kHz channels were allocated for each mobile data channel requested. This was done to maximize spectrum efficiency and to meet the FCC goal of one voice channel per 6.25 kHz of spectrum. In a few cases this resulted in allocating one or two extra 6.25 kHz channels to maintain the 25 kHz grouping of channels.

The Spectrum Workgroup requested information via a series of five questions to each agency requesting spectrum. This information validated the need for spectrum and insured no duplicated requests involving multi-agency systems. Small agencies were encouraged to join multi-agency systems if possible.

8.1 *Low power Secondary Operations*

To facilitate portable operation by any licensee, and to provide channels for such operation without impacting the use of primary channels, certain low power secondary use will be permitted. Any public safety entity otherwise licensed to use one or more channels under this Plan may receive authorization to license any additional channel for secondary use, subject to the following criteria:

- All operation of units on such authorized channels will be considered secondary to other licensees on both co-channel and adjacent channels.
- No channels on, or adjacent to, those designated in the Plan for wide area operation and/or mutual aid use will be authorized.
- Channels will be authorized for use in specific areas only, such areas to be within the licensees authorized operational area.
- Maximum power will be limited to 6 watts ERP.
- Use aboard aircraft is prohibited.
- Applications for channels may be submitted to the Review and Revision Committee for consideration at any time and must be accompanied by a showing of need. The Committee may select and authorize licensing of these secondary use channels after consideration of potential interference to co-channel and adjacent channel allotments, allocations and licensees. Authorization may be granted for use of any suitable channel, without prior allotment or allocation to the requesting agency.
- In the event the channels authorized for low power secondary operation are needed by others during any window opening for reassignment, no protection will be afforded to the licensed secondary user, and they may be required to change frequencies or surrender licenses to prevent interference to primary use channels.

8.2 Low power Channels

The FCC in the 700 MHz band plan set aside channels 1 - 8 paired with 961 – 968 and 949 – 958 paired with 1909 – 1918 for low power use for on-scene incident response purposes using mobiles and portables subject to Commission-approved regional planning committee regional plans. Transmitter power must not exceed 2 watts (ERP).

Channels 9 –12 paired with 969 – 972 and 959 – 960 paired with 1919 – 1920 are licensed nationwide for itinerant operation. Transmitter power must not exceed 2 watts (ERP).

These channels may operate using analog operation. To facilitate analog modulation this plan will allow aggregation of two channels for 12.5 kHz bandwidth. On scene temporary base and mobile relay stations are allowed (to the extent FCC rules allow) with an antenna height limit of 6.1 meter (20 feet) above the ground. However, users are encouraged to operate in simplex mode whenever possible. This plan does not limit use to only analog operations, these channels are intended for use in a wide variety of applications that may require digital modulation types.

In its dialog leading up to CFR §90.531 allocating the twenty-four low power 6.25 kHz frequency pairs (of which eighteen fall under RPC jurisdiction)¹, the Federal Communications Commission (FCC) suggested that there is a potential for multiple low power applications, and absent a compelling showing, a sharing approach be employed rather than making exclusive assignments for each specific application because low power operations can co-exist [in relatively close proximity] on the same frequencies with minimal potential for interference due to the 2 watt power restriction.

Whereas advantages exist in not making assignments, the reverse is also true. If, for example, firefighters operate on a specific frequency or set of frequencies in one area, there is some logic in replicating that template throughout the region for firefighter equipment. If there are no assignments, such a replication is unlikely.

In seeking the middle ground with positive attributes showing up both for assignments and no assignments, we recommend the following regarding assignments associated with the eighteen narrowband channels for which the RPC's have responsibility.

- Channel #'s 1-4 and 949-952 are set aside as *generic* channels for use by public safety agencies operating within Region 5, and the complementary channel #'s 961-964 and 1909-1912 are set aside as *generic* channels also for use by public safety agencies including GPS differential correction telemetry for channels 961-964 and 1909-1912 likewise operating within Region 5.
- Channel #'s 5-8 are designated as *Fire Protection* channels for licensing and exclusive use by the Fire Protection discipline, and the complementary channel #'s 965-968 are set aside as *Law Enforcement* channels also for licensing and exclusive use by the Law Enforcement discipline.
- Channel #'s 955-956 are set aside as *Fire Protection* channels for licensing and exclusive use by the Fire Protection discipline, and the complementary channel #'s 1915-1916 are set aside as *Law Enforcement* channels also for licensing and exclusive use by the Law Enforcement discipline.

Channel #'s 957-958 are set aside as *Fire Protection/Law Enforcement* channels for licensing and use by the Fire Protection and Law Enforcement disciplines, and the complementary channel #'s 1917-1918 are set aside as *Fire Protection/Law Enforcement*

Simplex operations may occur on either the base or mobile channels. Users are cautioned to coordinate on scene use among all agencies involved. Users should

¹ See paragraphs 35 through 39 in FCC's Third Memorandum Opinion and Order for WT Docket No. 96-86 adopted September 18, 2000.

license multiple channels and be prepared to operate on alternate channels at any given operational area.

8.3 System Implementation

Most areas in Southern California will be precluded from immediately implementing systems due to protection requirements of existing television stations. These stations may not move until year 2006, or after, depending on the 85% market penetration of digital TV implementation.

Therefore this plan will not require agencies to implement systems using the 700 MHz spectrum allocated to them until TV station(s) requiring protection relocate to another TV channel. After that date, agencies must release a System RFP within one year and sign a contract with a vendor within one year of releasing the System RFP. For the State of California, implementation of general use channels shall be governed by FCC rule 90.529(b) and (c).

If an agency does not implement in the timeframes specified, that agency's allotment may be removed from the allotment list. An Agency may file a request with the Region Chair for an extension of time to implement. The request should include all details describing why the agency has not implemented and a new implementation schedule. The Committee Chair will advertise this request and set a date for the full committee to vote on the request. If no request for extension is received or the Committee votes not to extend implementation, the Committee Chair will advertise this action and set a filing window to give other agencies a chance to request an allotment of that spectrum.

8.4 Priority for Receiving Spectrum Allocations

All agencies, with two exceptions, received spectrum allocations as requested. AMR requested 24 voice channels and the State of California Emergency Medical Services Authority (EMSA), asked for a general EMS allocation of 10 voice channels. These requests were combined into one EMS pool allocation for EMS use, to be administered by the State EMSA. This pool is for any EMS provider to use under EMSA guidelines. The other exception was for requests by several small cities in Los Angeles County for spectrum for police operations. This exception is explained below.

The cities of Arcadia, Azusa, Glendora, Maywood, Southgate, Bell, Vernon, and Downey all requested a small number of voice channels for police operations. The City and County of Los Angeles police radio systems are on UHF spectrum (450 to 512 MHz), as is most other cities in the Los Angeles basin. These systems have established mutual aid channels and procedures in place. The County of Los Angeles Sheriff is in the early stage of planning radio system upgrades. It is likely those upgrades will allow the Sheriff to host other agencies on their system. It would

be more spectrum efficient and facilitate mutual aid if the above agencies joined the Sheriff's system, thus making it a multi-agency system. Also, the Sheriff should complete its upgrade before the 700 MHz spectrum will be available for use in that area, thus giving relief in a shorter time frame to those cities.

For those reasons this plan does not allocate spectrum to the above listed cities, but instead urges them and the Los Angeles Sheriff to come to agreement for multi-agency use of the Sheriff's system. In the event that no agreement can be reached between any or all of the parties, those cities will be allocated spectrum under this plan. Those allotments will be taken from the allotment provided the County of Los Angeles on a one-for-one channel basis.

8.5 Priority Matrix

In the event that future spectrum requests conflict and cannot all be accommodated, the following matrix will be used to determine priority for allotment. This matrix will only be used if two requests are received in the same time frame. Otherwise, the first come first served procedure of Section 5.2 will be used.

- Priority is given to users fundamentally involved with the protection of life and Property
- Priority is given to shared multi-agency systems. These systems can be either groups of separate departments within a large agency or groups of agencies operating together under a large blanket agency.
- Immediate documented funding must be available to construct the system using these 700 MHz frequencies.

This process, if required will be treated as a dispute and the procedures outlined in Section 5.6 using the above criteria will be used to allot the frequencies.

9 Coordination with Adjacent Regions

The adjacent Regions (Northern California, Nevada and Arizona) are not as far along in the planning process as Southern California. The Chair will send final draft copies of this plan to the conveners or Chair, as appropriate, to each adjacent region. The number of channels available to adjacent regions is over half of the total channels. Excepting the Las Vegas, Nevada, area, the border regions are sparsely populated and generally the NPSPAC 821/866 MHz band frequencies are not built out. Therefore, adjacent regions should be able to satisfy voice and narrowband data requests along their border areas with Region 5. If Nevada has problems satisfying requests in the Las Vegas area, this committee pledges to work with Nevada to resolve any issues.

10 Spectrum utilization

In the two high population density areas of Southern California, the Los Angeles/Orange County basin and San Diego, spectrum for public safety is chronically short to support all needs. Southern California is a leader in spectrum efficient use of public safety spectrum.

Before narrowband equipment was available, through research and testing by the County of San Bernardino, 12.5 kHz offset frequencies were used under waiver to geographically short space compared to normal co-channel spacing. This was implemented at 800 MHz and extended to 470 to 512 MHz by many other agencies under waiver of FCC rules. These efforts were the basis for spacing the NPSPAC channels every 12.5 kHz. The NPSPAC plan for Southern California also contains the strictest RF signal levels for reuse of any in the nation. Agencies are required to maintain 40 dB μ in their coverage area and have reduced signals to only 35 dB μ for adjacent 12.5 kHz channel and 20 dB μ for co-channel at the border with respective agencies. A case in point, this resulted in co-channel sharing between the County of San Bernardino and the City of Los Angeles, only 35 miles apart. Adjacent channel sharing between the County of Riverside and the County of Los Angeles, about 10 miles between borders is another example of efficient spectrum sharing. These are only two of many short spaced systems in use in Southern California.

With this plan the public safety providers are striving to utilize the spectrum as efficiently as possible. The requests for voice and narrowband data totaled 880 channels. To satisfy this need the spectrum workgroup examined the requests, along with additional information requested of all agencies, to identify any duplicate requests from multi-agency systems, or any requests that were considered unreasonable to satisfy real needs over the next 15 years.

From this, the workgroup found that some Los Angeles County Cities would be best served by joining the Los Angeles County Sheriff's UHF system. The Committee will work with all parties to accomplish this. In the event that the Sheriff cannot accommodate the agencies then their needs will be met by reducing the County of Los Angeles allotment as required.

The spectrum workgroup also recommended that allotments be made on the basis of one 6.25 kHz channel for each voice channel request and two 6.25 kHz channels for each narrowband data channel request. This recommendation is approved by the full Committee and is part of this plan. This allows for the full agency needs to be met and the committee believes also conforms to the FCC intent to require use of technology that yields one voice path for each 6.25 kHz of spectrum.

Due to the existing TV assignments and HDTV assignments, most of Southern California cannot use this spectrum until the HDTV implementation is completed. This may be sooner or later than 2006. Given this uncertainty, this plan does not

limit an agency from initially implementing (if it conforms to FCC rules) a technology that yields less than one voice channel per 6.25 kHz channel or aggregating narrowband data into 25 kHz blocks. The agencies are on notice that they will not receive additional allotments due to using technology that yields less than one voice channel per 6.25 kHz of spectrum or narrowband data of less than 19.2 kbps per 12.5 kHz of spectrum.

11 Wideband Data

The committee received numerous requests for the wideband data channels. The requests were for bandwidths of 50, 100, and 150 kHz, with the majority for 150 kHz bandwidth. The requests totaled 827, 50 kHz equivalent channels. This compares to only forty-eight (48), 50 kHz channels available in the General use allocation.

The workgroups encountered difficulty determining proper loading criteria to use and appropriate applications for these channels. The committee Chair at the May, 2001 NCC meeting requested help from the NCC in determining these standards. Also, TIA has not completed work on the interoperability standard. Knowledge of the throughput and other technical details of the interoperability standard would assist this committee in allocating the wideband channels.

In consideration of these factors, the committee is not including any allocations, interoperability recommendations or implementation criteria at this time for the wideband data channels. The committee will await input from the NCC, conduct it's own research on the above issues and monitor TIA progress on standards before taking any action on wideband data channels. As soon as the committee has sufficient knowledge, an amended plan addressing the wideband data will be submitted to the FCC for approval.

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