Agenda Item #:_____

Staff Report
City of Manhattan Beach

TO: Honorable Mayor Cohen and Members of the City Council

THROUGH: Geoff Dolan, City Manager

FROM: Fire Chief Scott Ferguson

DATE: March 4, 2009

SUBJECT: Joint Powers Agreement (JPA) to establish the Los Angeles Regional Interoperable Communications System (LA-RICS)

RECOMMENDATION:

Staff recommends that Council adopt the attached Resolution that: (1) approves the Los Angeles Regional Interoperable Communications System Joint Powers Agreement thus authorizing the City's membership in the LA-RICS Authority; (2) authorizes the City Manager to execute the JPA Agreement through an existing Joint Powers Agreement (JPA) with the South Bay Regional Public Communications Authority (SBRPCA), thereby allowing the SBRPCA to act as an agent of the City on the LA-RICS project. In addition, it is suggested that the staff be directed to report back on the status of the LA-RICS Authority prior to the adoption of the funding plan with a recommendation on whether to continue the City's membership in the JPA.

FISCAL IMPLICATION:

Initial membership in the JPA will not require an expenditure of funds. If and when a cost has been applied to membership, the City will have the ability to "opt-out" before being financially committed.

BACKGROUND:

Following the events of September 11, 2001, the National 9-11 Commission, in its report to Congress and the President, identified a very serious weakness in our various metropolitan areas' ability to respond to regional crises and disaster-type events: the lack of interoperable communications.

The Los Angeles Region Interoperable Communications System (LA-RICS) Joint Powers Authority (JPA) has been developed in order to implement a seamless regional public safety communications network. It is an outgrowth of the Regional Interoperable Steering Committee (RISC) which was formed several years ago to explore the development of a single, shared communications system for all public safety agencies within the Los Angeles County region.

The LA-RICS JPA seeks to establish a public safety radio network to meet or enhance the current public safety radio communications needs and to provide architecture capable of expanding to meet future needs. The vision of LA-RICS is to create a communications system

that will support all 88 cities and 34,000 first responders (police, fire, and public health within LA County.

Manhattan Beach is currently a member of the South Bay Regional Public Communications Authority (SBRPCA). SBRPCA is a JPA owned by the Cities of Gardena, Hawthorne and Manhattan Beach while also providing communications services to the City of Hermosa Beach under contract.

Initial membership will guarantee the City a voice in determining which cites will be seated on the Board of Directors of the JPA, and a voice in how the system will be built-out and funded. Initial membership assures the City the ability to participate in the development of the vision, with regard to regional interoperability. In addition to eligibility for grant funds associated within the development of this project.

DISCUSSION:

The City of Manhattan Beach has a longstanding commitment to interoperable communications within the South Bay, and understands the tangible benefits to public safety that can be realized by having its first responders operating on a regional communications network. El Segundo, Torrance, and Redondo Beach have their own separate communications systems. To that end, staff has supported the region's efforts to develop the LA-RICS project.

Staff has also identified the following key considerations relating to the LA-RICS JPA:

Composition of the LA-RICS Board of Directors

> The proposed JPA outlines the composition of the LA-RICS Board of Directors. This 17-member board is heavily weighted towards the City of Los Angeles and the County of Los Angeles who will share a combined eight (8) seats. Five (5) seats on the board are designated for the Los Angeles Unified School District Police, the City of Long Beach, the County's police and fire chiefs associations, and the California Contract Cities Association. One (1) seat is designated for an at-large member that is otherwise not represented on the board. The remaining (3) seats on the board will be shared by the member cities that operate their own police and/or fire department communication systems. Of the 88 cities in the County, only 46 operate their own communications systems.

Funding Plan and Technical Requirements

> The JPA sites that LA-RICS will use its best efforts to develop and adopt a funding plan within nine months of the effective date of the agreement. Initial estimates put build-out at approximately $600 million. However, the agreement does not specify a timeframe to develop and adopt technical requirements for the system or release an RFP to receive bids. Therefore, it is not understood if the technical specifications for the system will be in place when the Board of Directors approves the funding plan. To the fullest extent possible, grant funding will be sought to finance this project. Thus far, the Steering Committee has spent of $9 million in City and County funds toward the development of the system.

Radio Frequency Licenses

> It is still unclear if the JPA will require member agencies that possess Federal Communications Commission (FCC) radio frequency licenses to authorize LA-RICS to share ownership and use of those frequencies. FCC regulations restrict ownership of radio frequencies licenses to a single agency and furthermore, prohibit any frequency from being co-owned, as proposed by the JPA. SBRPCA owns its licenses, which are considered an extremely valuable commodity.

Additionally, the JPA has not shown a commitment to consider how frequencies may eventually be allotted to include the future addition of public works or other municipal services.

The above issues aside, the formation of the LA-RICS JPA is an important step in developing an interoperable communications system for the region, and the philosophies are aligned with the City's pursuit of a unified system of information sharing technologies.

Manhattan Beach and SBRPCA's participation in LA-RICS will eventually be dependant on the financial commitment imposed by the JPA on its members. The JPA allows for charter members to withdraw from the agreement once the cost has been determined. Members will have no less than 35 days after the funding plan has been adopted to withdraw form the JPA without penalty.

CONCLUSION:
Pursuant to Section 1.04 of the Agreement, the LARICS Joint Powers Authority will become effective March 21, 2009, which is 45 days from February 4. The City of Manhattan Beach through its relationship with SBRPCA should participate in the LA-RICS JPA during no financial obligation or risk period, until such time as a "funding plan" has been adopted by the JPA Authority, thus giving the City ample opportunity to evaluate and assess the Authority's financial structure and the City's potential future resource liability. By joining, the City has the ability to help shape and direct the LA-RICS without incurring any financial obligation. In order to ensure a timely execution of the JPA by the City of Manhattan Beach and to place the City in a position that maximizes its influence with the LA-RICS project, staff recommends that the City Council authorize the City Manager or his designee to support the agreement through the existing SBRPCA JPA and conduct all business related to the LA-RICS effort.

cc: Geoff Dolan, City Manager
        Rod Uyeda, Police Chief
        Bob Wadden, City Attorney
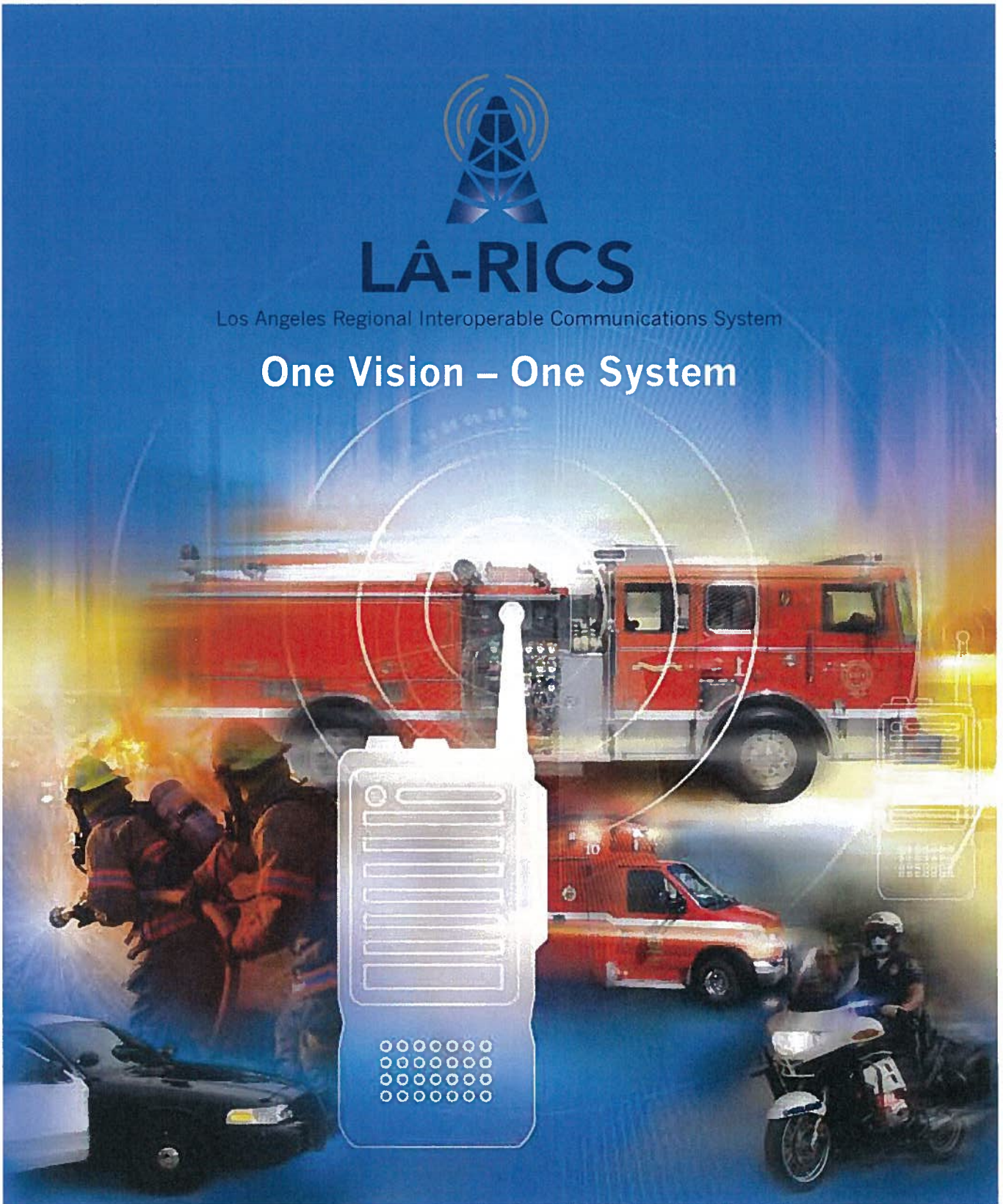   Ralph Mailloux, Director of SBRPCA

Attachment:
LA-RICS: One Vision – One System

LA-RICS

Los Angeles Regional Interoperable Communications System

One Vision – One System

The Los Angeles region is one of the largest urban areas in the nation with more than **10 million residents** living within **4,084 square miles; our population is greater than that of 42 of the 50 states. 50 law enforcement and 31 fire service agencies provide public safety services to 88 municipalities as well as unincorporated areas.**

Historically, public safety agencies within the region have developed emergency communications systems that primarily meet localized or shared needs but fail to provide seamless, day-to-day interoperability with all jurisdictions and agencies. These systems include: City of Los Angeles systems for police, fire, airports, and harbor; County of Los Angeles systems for law enforcement, fire, and health; the Interagency Communications Interoperability System (ICIS), currently providing interoperable communications for six separate cities; and additional stand-alone systems for the City of Long Beach, Los Angeles Unified School District, and many others. For the most part, these systems utilize separate radio towers, equipment and frequencies, resulting in duplication of costs and efforts. These separate systems also inhibit our ability to communicate with one another.

In order to provide at least a minimum level of communications among our first responders, we have patched our legacy systems together using available technologies. However, given the fragmented nature of our systems, our ability to communicate during major emergencies remains significantly limited.

Nationwide, the events of September 11th have focused public awareness on the need for emergency personnel from different agencies to communicate with one another. This, together with the fact that many of our communications systems are obsolete and now require replacement, provides us with a unique opportunity to develop a shared communications system that will meet the needs of all first responders in the Los Angeles region.

> The safety of firefighters, peace officers, and other first responders will be greatly enhanced by LA-RICS, along with our ability to mutually resolve emergencies in the region.
>
> — P. Michael Freeman, *Los Angeles County Fire Chief*
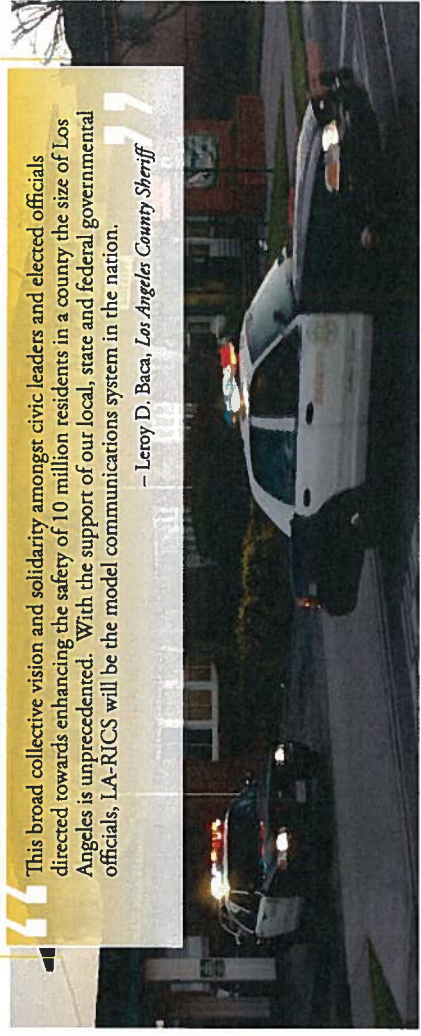

It is our collective view within the Los Angeles region that interoperable public safety communications can best and most cost effectively be attained by developing a shared voice and data radio system. By pooling frequencies and utilizing existing infrastructure where practical from the City of Los Angeles, the County of Los Angeles, ICIS, Long Beach, and others, LA-RICS will:

» Provide unified voice and data communications platforms for all first responders in the region

» Eliminate the duplication of costs and effort involved in maintaining separate systems

» Provide instantaneous communications among agencies in the event of a man-made or natural disaster

» Support the day-to-day communications needs within individual public safety agencies

LA-RICS will also support interoperability with state and federal agencies such as the California Highway Patrol (CHP) and Federal Bureau of Investigation (FBI). Further, the system will support university, community college, and local school district law enforcement and safety personnel. The system will incorporate the recommended best practices of the US Department of Homeland Security and achieve the optimal level of interoperability as defined in the DHS SAFECOM Interoperability Continuum.

> This broad collective vision and solidarity amongst civic leaders and elected officials directed towards enhancing the safety of 10 million residents in a county the size of Los Angeles is unprecedented. With the support of our local, state and federal governmental officials, LA-RICS will be the model communications system in the nation.
>
> — Leroy D. Baca, *Los Angeles County Sheriff*

The Need to Communicate

May 9, 2007
A major wildfire burned more than 800 acres in historic Griffith Park destroying the bird sanctuary and popular hiking areas. Law enforcement and fire agencies coordinate the evacuation of hundreds of residents as well as the Los Angeles Zoo, Griffith Observatory, Greek Theater, and other buildings. The coordinated evacuation of such a densely populated area would have been aided by interoperable communication.
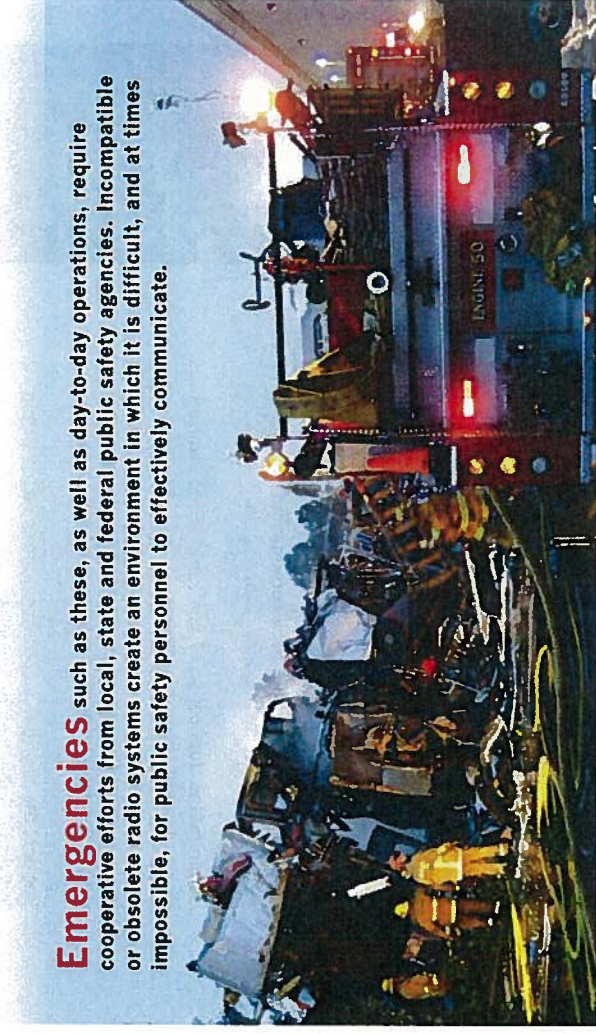
January 26, 2005
A Metrolink commuter train crash kills 11 people. The crash involves three trains and a vehicle that caused the accident. The incident is the deadliest train crash in Metrolink's history and the deadliest in the US in a number of years. More than 75 agencies respond to the accident. Interoperable communication would have benefited the search and rescue efforts.

July 4, 2002
A lone gunman opens fire at the El Al ticket counter in Los Angeles International Airport, killing two people and wounding four others. Disparate radio systems in use by airport, federal and local agency personnel create challenges for coordinating a fast, effective response.

Emergencies such as these, as well as day-to-day operations, require cooperative efforts from local, state and federal public safety agencies. Incompatible or obsolete radio systems create an environment in which it is difficult, and at times impossible, for public safety personnel to effectively communicate.

One Vision One System

The public safety community within the Los Angeles region has begun the process of developing the Los Angeles Regional Interoperable Communications System (LA-RICS), a modern, integrated wireless voice and data communications system that will support more than 34,000 first responders and local mission-critical personnel within the region. We are committed to providing the necessary leadership and securing the needed funding to develop and expeditiously deploy LA-RICS.

LOS ANGELES REGION
AT A GLANCE

Area and Population

» More than 10 million residents

» 4,084 square miles

» Population greater than 42 of the 50 states

» 88 cities within Los Angeles County

The LA-RICS is a critically needed interoperable radio communications link that will enable our region's police, fire, and other first-responders to communicate more effectively during a natural disaster or terrorist attack. This unparalleled collaborative effort is an important component in enhancing the safety of all residents, school children, and businesses through out the greater Los Angeles area. I fully support LA-RICS and look forward to continued progress in this important endeavor

– Antonio Villaraigosa
Mayor, City of Los Angeles

FAQ

Frequently Asked Questions

What is LA-RICS?

The Los Angeles Regional Interoperable Communication System (LA-RICS) is a collaborative effort of law enforcement, fire service and health service professionals with elected and appointed officials to implement a regional interoperable radio communication system. The new system will allow interagency coordination and response to routine, emergency and catastrophic events.

What is communications interoperability?

Communications interoperability refers to the ability of public safety agencies – including law enforcement, firefighters, and emergency medical services – to exchange voice and/or data information wirelessly on demand, in real-time, with appropriate security.

What are the barriers to interoperability?

There are a number of issues preventing interoperability among public safety agencies. The four primary issues preventing interoperability among agencies in the Los Angeles region are:

» Incompatible and aging communications equipment

» Uncoordinated planning and funding

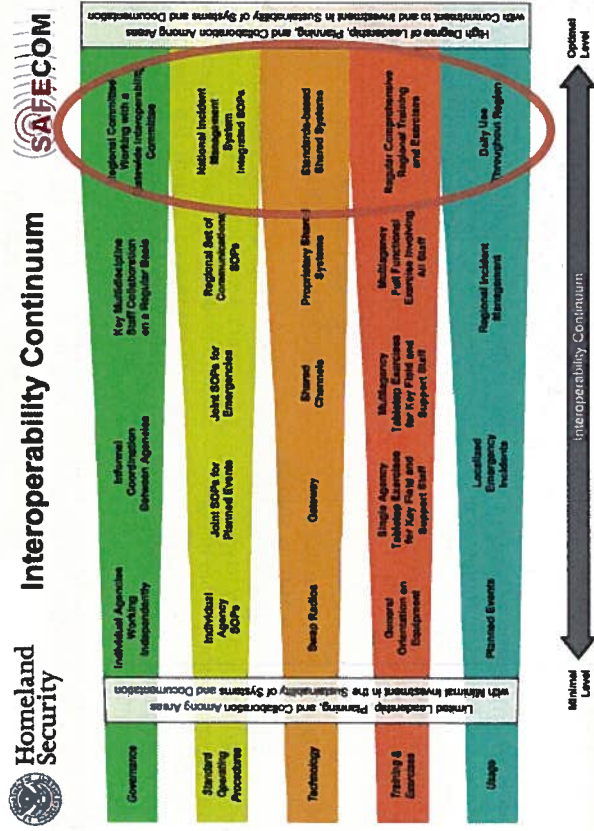» Limited and fragmented radio spectrum

» Lack of standardized equipment

LOS ANGELES REGION
AT A GLANCE

Major Targets and Threats

» City of Los Angeles is a Department of Homeland Security "High-Threat" City

» Ports of Los Angeles and Long Beach

» Los Angeles International Airport

» Major transportation infrastructure including subway system, buses and freeways

» Movie studios and entertainment industry landmarks

» Natural threats, including earthquakes, urban interface fires, refinery fires, etc.

» Major sporting venues and events including the Rose Bowl, Hollywood Bowl, Academy Awards and Emmy Awards

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Interoperability - A Federal Priority

SAFECOM is a program of the U.S. Department of Homeland Security which provides research and guidance to public safety agencies on more efficient and effective interoperable communications systems. SAFECOM created the Interoperability Continuum as a roadmap of critical success factors for achieving effective interoperable communications. The roadmap identifies five critical success factors for achieving interoperability: Governance, Standard Operating Procedures, Technology, Training and Exercises, and Usage. The Los Angeles Regional Interoperable Communications System's (LA-RICS) goal is to achieve the optimal level of interoperability in all areas when the system build-out is complete, as depicted in the figure below.

Homeland Security — Interoperability Continuum

The Los Angeles Regional Interoperable Radio Communication System (LA-RICS) is an outgrowth of the regional interoperable steering committee (RISC) which was formed to explore the development of a single, shared communications system for all public safety agencies within the Los Angeles region. Initial feasibility studies indicated that by leveraging the various agency efforts currently underway, a shared regional system would not only be possible, but would best meet the needs of the entire regional public safety community.

The steering committee is currently finalizing an agreement that creates a Joint Powers Authority (JPA) responsible for constructing and managing the regional system. The JPA board will include a cross-section of first responder stakeholders who all share in the decision-making process.

The total cost of the system over the 5 years is estimated to be $600 million. To facilitate the design and procurement of the regional system, the steering committee has allocated $2.5 million of the Los Angeles UASI grant funds to

identify requirements of all public safety agencies within the region and develop a single, comprehensive RFP.

Locally, we plan to cost effectively develop a shared regional system superior to any stand-alone system an agency could hope to develop on its own. By working together, we can eliminate the communications difficulties that have plagued us in the past and improve the services we provide to the public. When completed, the Los Angeles Regional Interoperable Communications System (LA-RICS) will transform this vision into reality.

Project Timeline
With Anticipated Costs

2008 **YEAR 1**	2009 **YEAR 2**	2010 **YEAR 3**	2011 **YEAR 4**	2012 **YEAR 5**
System Engineering and Design	**System Build-Out**	**System Build-Out and Acceptance Testing**	**System Migration and User Training**	**Complete Migration and Training**
Estimated funding for year 1: $100 Million	Estimated funding for year 2: $175 Million	Estimated funding for year 3: $175 Million	Estimated funding for year 4: $100 Million	Estimated funding for year 5:

Total: $600 Million

5 Years

LA-RICS

We are pleased to provide you with information on the Los Angeles Regional Interoperable Communication System (LA-RICS) project. This important project addresses a critical need for reliable, seamless communication among the region's public safety agencies.

In an unprecedented undertaking for a region of this size and population, law enforcement and fire agencies in the Los Angeles region have come together to develop a region-wide communication system. The system will provide interoperability among first responders from 81 different agencies during normal operations and emergencies, as well as natural and manmade disasters, which is a top priority of the Department of Homeland Security.

Through the combined planning and development of the joint regional communication system the Los Angeles region will gain the following benefits:

- **Rapid and efficient voice communication** – The system will enable local, state and federal public safety agencies operating in Los Angeles region to immediately communicate during routine operations and emergencies, as well as during natural and manmade disasters.

- **Improved public safety response to the region's 10 million residents** - The Los Angeles region is one of the high-threat areas identified by the Department of Homeland Security. While to date the area has avoided a serious terrorist attack, regional communication is an essential component of emergency planning and response.

- **Enhanced ability to work together to mitigate emergencies** – In a region where multi-jurisdiction responses are commonplace, the level of coordinated planning, operations and training required to implement a regional system will improve the ability of first responders in all types of emergencies.

- **Significant cost savings** - Individual public safety agencies will achieve significant cost savings through the joint effort to plan, develop and train users on the regional system. Further, the quality and coverage of the system will exceed that which any agency could obtain on its own.

If you have any further questions, please contact LA-RICS at (877) 742-7520. We look forward to making the Los Angeles region's interoperable communications system a reality.

Sincerely yours,

Frederick W. Latham

Chairman

Contact Information
www.la-rics.org
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P.O. Box 861236
Los Angeles, CA 90086-1236

September 2007

LA-RICS

How does the proposed system improve the lives of the residents of the Los Angeles region?
The system will provide improved emergency response to the region's 10 million residents. Our region is designated as a high-threat area by the Department of Homeland Security. While to date the area has avoided a serious terrorist attack, regional communication is an essential component of emergency planning and response.

How does the proposed system improve first responders' safety and efficiency in serving the public and protecting lives?
There are numerous ways in which interoperable communications improve the services of first responders in the Los Angeles region. The benefits of the proposed system include:

» **Improved speed and efficiency of voice and data communications** – Enabling public safety agencies operating in the region to immediately share information and intelligence during routine operations and natural or man-made disasters.

» **Improved ability to work together and mitigate emergencies** – Our region requires an extreme level of multi-jurisdiction, multi-discipline mutual aid response. These incidents are commonplace, well understood, and demand seamless interoperability to achieve positive life safety results.

Which first responders will be included in the system?
LA-RICS is primarily designed for first responders throughout the Region/County of Los Angeles, which includes all law enforcement (capacity to add CHP and federal agents), fire and their paramedics, paramedic base hospitals, and potentially the Los Angeles Unified School District, who has their own police department.

Has a project of similar magnitude and complexity ever been attempted?
Yes, there are regional interoperable communications projects being planned or in place across the country. For example, in the past few years, the State of Indiana has developed Project Hoosier SAFE-T, a statewide, interoperable, wireless public safety communications system for Indiana local, state, and federal first responders/public safety officials. Regional planning efforts are underway in numerous states and regions including New York, Virginia, Kentucky, and Michigan.

Are there examples or best practices for this type of system?
There are a variety of shared public safety communications systems that have proved successful throughout the country, including systems in the States of Florida, Indiana and Utah; San Diego County, and the Capital Region of Washington DC, among others. LA-RICS will continue to monitor these and other system in order to take advantages of the lessons learned in their implementation and operation.

How will ICIS fit into LA-RICS?
ICIS has successfully developed an interoperable communications system for its six member cities and recognizes the need for all agencies in the LA Region to have interoperable communications. ICIS is committed to working with LA-RICS in the development of the regional system.

When will the system be completed?
While we are still in the planning phases, the system is estimated to take 5 years to implement.

How much will the system cost?
The total cost of the system is currently estimated to be approximately $600 million.

How will the system be maintained?
The LA-RICS steering committee will develop a maintenance plan and strategy for maintaining the system.

LOS ANGELES REGION

AT A GLANCE

Local Level First Responders Serving the Region

» **Law Enforcemet Personnel**
   25,000 Personnel

» **Fire & EMS Personnel**
   9,000 Personnel

RESOLUTION NO. 6178

A RESOLUTION OF THE CITY COUNCIL OF MANHATTAN BEACH
APPROVING THE LOS ANGELES REGIONAL INTEROPERABLE
COMMUNICATIONS SYSTEM (LA-RICS) JOINT POWERS
AGREEMENT (JPA) THUS AUTHORIZING THE CITY'S MEMBERSHIP
IN THE LA-RICS AUTHORITY; AND AUTHORIZIHNG THE CITY
MANAGER TO EXECUTE THE JPA AGREEMENT

WHEREAS, the City of Manhattan Beach recognizes the need for a wide-area and interoperable communications system to better respond to regional crises and disaster type events; and,

WHEREAS, the City of Manhattan Beach, as member of the South Bay Regional Public Communications Authority (SBRPCA), has limited resources to construct such a communications network providing these capabilities; and,

WHEREAS, a Joint Powers Agreement (JPA), intended to create an Authority to coordinate a county-wide radio communications system for law enforcement and fire communicates, has been drafted; and,

WHEREAS, the City Council desires to become a members of the Los Angeles Regional Interoperable Communications System (LA-RICS) Authority created thereto;

NOW, THEREFORE, the City Council of he City of Manhattan Beach does hereby resolve as follows:

SECTION 1. The City Council hereby finds as follows:

1. Pursuant to the City's authority under the Joint Exercise of Powers Act in California Government Code Sections 6500 et. Seq., the Los Angeles Regional interoperable Communications System Authority Joint Powers Agreement, attached hereto and incorporated herein is approved thereby authorizing the City's membership in the Los Angeles Regional Interoperable Communications System Authority; and,

2. The City Manager is authorized and directed to execute the JPA through its existing JPA relationship with the South Bay Regional Public Communications Authority, to effectuate the intent of this Resolution.

3. The Mayor is hereby authorized to affix his/her signature to this Resolution signifying its adoption and the City Clerk is directed to attest thereto.

SECTION 2. This resolution shall be effective upon passage.

SECTION 3. The City Clerk shall make this Resolution reasonably available for public inspection within thirty (30) days of the date this resolution is adopted.

SECTION 4. The City Clerk shall certify to the adoption of this Resolution and thenceforth and thereafter the same shall be in full force and effect.

PASSED, APPROVED and ADOPTED this 3rd day of March, 2009.

Ayes:
Noes:
Absent:
Abstain:

_____
Mayor, City of Manhattan Beach

ATTEST:

_____
City Clerk

APPROVED AS TO FORM:

By _____
City Attorney