

BEFORE

INNOVATION, SCIENCE AND ECONOMIC DEVELOPMENT CANADA

IN THE MATTER OF

**CONSULTATION ON A POLICY, LICENSING AND TECHNICAL FRAMEWORK
FOR REMOTELY PILOTED AIRCRAFT SYSTEMS (RPAS) IN THE 5030-5091 MHZ
BAND AND CERTAIN BANDS USED TO PROVIDE COMMERCIAL MOBILE
SERVICES**

**COMMENTS OF HALTON REGIONAL POLICE SERVICE
AND PEEL REGIONAL POLICE**

27 FEBRUARY 2026

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1.0 INTRODUCTION

1.1 Background

1. Halton Regional Police Service and Peel Regional Police (“HRPS-PRP”, or “us”, “our” or “we”, as the context requires) are pleased to submit comments in response to the Consultation on a Policy, Licensing and Technical Framework for Remotely Piloted Aircraft Systems (RPAS) in the 5030-5091 MHz Band and Certain Bands Used to Provide Commercial Mobile Services (“the Consultation”)¹ published by Innovation, Science, and Economic Development Canada (“ISED”).

2. This submission is informed by our unique position in Canada, since we are not only first responder organizations, but have also invested in, and currently operate, a public safety broadband network (“PSBN”). This network uses the 700 MHz Public Safety Broadband spectrum (“PSBB block”) in the 758 to 768 MHz and 788 to 798 MHz range spectrum licensed to us by ISED on a developmental basis.

3. HRPS-PRP support ISED’s proposed initiative to create a framework for connectivity to Remotely Piloted Aircraft Systems (“RPAS”) using licensed frequency bands. This framework will enable more reliable RPAS operations.

1.2 Enable RPAS use in the 700 MHz PSBB block

4. RPAS have the potential to make first responder operations safer, as well as more efficient and effective, across a broad range of field operations. These improvements will enhance the safety of Canadians by supporting better responses to disasters, accidents, and other situations where public safety is a critical consideration.

5. Given the utility of RPAS to first responder organizations, ISED should include the 700 MHz PSBB block in the RPAS framework.

6. Using the 700 MHz PSBB block, first responders can operate RPAS when commercial mobile networks are congested or experiencing an outage, ensuring the reliability of RPAS CNPC and payload communication links.

¹ [Consultation on a Policy, Licensing and Technical Framework for Remotely Piloted Aircraft Systems \(RPAS\) in the 5030-5091 MHz Band and Certain Bands Used to Provide Commercial Mobile Services](#), SMSE-016-25, dated December 2025.

7. The 700 MHz PSBB block, and any frequency bands allocated in the future for public safety, should be included in the RPAS framework.

1.3 Additional measures to support public safety

8. Commercial and consumer RPAS usage is likely to increase in the coming years and decades. It is therefore important to set regulations now that maintain first responders' ability to securely and reliably operate RPAS to deliver public safety responses.

9. Any automated dynamic frequency management system ("DFMS") implemented in the 5030-5091 MHz band should prioritize channel allocations to RPAS operated by first responders and public safety organizations

10. ISED should set aside 10 MHz of spectrum in the 5030-5091 MHz band for public safety use. With reserved spectrum for CNPC, public safety organizations can be assured of their ability to deploy RPAS in their response to emergency situations.

11. It is possible that a future abundance of consumer and commercial RPAS will drive an increase in coexistence challenges among carriers. ISED should make explicit that future licence conditions or coexistence measures may be imposed if coexistence challenges increase to a level that impedes the efficient use of spectrum. Such measures might include, for example, a limitation on the number of aerial UE operating in a defined area, requirements for aerial UE to operate below a certain altitude, or technical requirements such as the use of beamforming antennas or remote identification in aerial UE. The possible need for, and definition of, any such measures will only become apparent once the use of RPAS becomes more commonplace.

12. To further ensure that a future abundance of consumer and commercial RPAS does not impede first responder RPAS operations, it may also be necessary for ISED eventually to consider modifying the current out-of-band emissions ("OOBE") limits to encompass the entire 758-768 and 788-799 MHz range, and/or to reduce the OOBE limits in this range. Once again, the need for any such measures will only be known over time.

13. In sum, in addition to the imposition of specific licence conditions related to RPAS based on the status quo, it will be critical for ISED to make explicit that it is retaining discretion to impose additional conditions of licence or other regulatory measures as spectrum challenges associated with the increased use of RPAS becomes more commonplace and understood.

1.4 Structure of submission

14. In the remainder of this submission, HRPS-PRP provide responses to the Consultation questions that we believe directly impact public safety operations.

2.0 FRAMEWORK FOR RPAS IN THE 5030-5091 MHZ BAND

2.1 Changes to the Canadian Table of Frequency Allocations

Q1: ISED is seeking comments on the proposed changes to the CTFA, to add CXX, as detailed above and suppress footnote No. 5.444, as shown in Table 3 and subsequent updates to the Agreement with NAV Canada and regulatory documents.

15. HRPS-PRP support ISED's proposal to introduce RPAS command and non-payload communications ("CNPC") in the band 5030-5091 MHz.

16. HRPS-PRP support ISED's proposal to update their agreement with NAV Canada to the extent that a renegotiated agreement would permit the accommodation of RPAS in the 5030-5091 MHz band.

17. The availability of the licensed 5030-5091 MHz band for CNPC traffic will support more resilient RPAS operations in Canada.

Q2: ISED is seeking comments on whether there are other RPAS applications besides CNPC that could also be considered for use in the 5030-5091 MHz band under the AM(R)S and AMS(R)S allocations.

18. CNPC traffic is crucial to the safe operation of RPAS. ISED should not, at this time, permit RPAS applications other than CNPC in the 5030-5091 MHz band. This restriction will maximize the availability of spectrum, and the availability of aggregate capacity, for CNPC. In the future, ISED may consider broadening the use of the 5030-5091 MHz band to other applications that support safety of RPAS operations.

2.2 Band Plan

Q3: ISED is seeking comments on whether the high-level 5030-5091 MHz band plan proposed by ICAO or a band plan similar to the one being considered in the U.S. would be appropriate for RPAS use in Canada?

19. At this time, HRPS-PRP favours the use of a band plan that is harmonized with the U.S., because the majority of RPAS available in Canada are designed for the U.S. market.

20. Regardless of which band plan is selected, ISED should revisit the choice of band plan following further developments in global standards and the equipment ecosystem.

2.3 Proposed Authorization Frameworks

Q5: ISED is seeking comments on its proposal to issue radio licences as prescribed in the Regulations for terrestrial aeronautical stations communicating with associated aircraft stations (RPA) in the aeronautical service.

21. HRPS-PRP support ISED's proposal to issue radio licences for terrestrial stations communicating with RPAS. Terrestrial aeronautical stations will support robust CNPC links.

22. HRPS-PRP note that some terrestrial aeronautical stations serving RPAS may be transportable, and the radio licensing framework should support transportable stations. Transportable stations may include automated RPAS docking stations or charging stations.

Q6: For space stations used within an RPAS, ISED is seeking comments on its proposal to:

- a. issue space station spectrum licences to Canadian satellite operators planning to offer services globally and/or in Canada, or issue a FSA to foreign satellite operators
- b. use a 20-year term for spectrum licences issued for Canadian commercial communications satellites, while FSA would not have an expiration date
- c. apply the existing satellite fee order, SMSE-001-23, Fee Order for Space Stations, to space stations and generic earth station spectrum licences for RPAS

23. HRPS-PRP broadly support ISED's proposal to use the existing processes for licensing Canadian space stations and foreign satellite approval "(FSA)" to authorize RPAS space stations in Canada.

24. To ensure that data sovereignty applies in RPAS operations involving national security and other sensitive operations, ISED should limit the number of RPAS FSAs to ensure that it is viable for more than one Canadian satellite operator to serve RPAS in Canada.

2.4 Interim approach for coordination of RPAS use

Q14: ISED is seeking comments on an appropriate interim approach to coordinate RPAS use until a formal approach such as a database management system can be developed.

25. The FCC interim access mechanism (“IAM”) does not support the establishment of extemporaneous CNPC links in the 5030-5091 band. RPAS use by first responders is frequently extemporaneous, since accidents and disasters are typically unforeseen and unplanned. Urgent requirements for CNPC links serving first responder RPAS use will arise during public safety emergencies, and it is not practical for first responders to seek a temporary licence prior to responding to such emergencies.

26. The ACMA interim approach supports extemporaneous CNPC links through by issuing one-year licences to RPAS operators, but the small channel sizes (250 kHz) limit the capacity the CNPC link.

27. As an interim approach to support public safety use of RPAS, ISED should set aside 10 MHz in the 5030-5091 band for public safety. ISED should issue interim licences to public safety organizations upon request using channel allocations of less than 10 MHz to ensure that more than one first responder organization can access this spectrum in each geographical area. This approach will ensure that first responder organizations can use RPAS to support emergency responses.

2.5 Dynamic Frequency Management System

Q15: ISED is seeking views on the use of a DFMS administered by a private third-party, or any other potential coordination approaches to manage RPAS operations in the 5030-5091 MHz band.

28. ISED should support public safety organizations’ use of RPAS by setting aside 10 MHz in the 5030-5091 band and issuing licences to public safety agencies in this set aside spectrum.

29. If ISED chooses to use a DFMS framework to manage spectrum access in the 5030-5091 MHz band, any DFMS should be required to prioritize channel allocations to RPAS operated by first responder organizations, as well as recognize any spectrum set aside for public safety or licensed to public safety organizations.

30. Spectrum set aside for public safety and prioritization of public safety operations are necessary because during public safety emergencies, members of the public can be expected to use

RPAS to observe unfolding events, and this public use will reduce the amount of CNPC capacity available to public safety operations. Without a spectrum set aside and prioritization, heavy public use of the 5030-5091 MHz band may impede the ability of first responder organizations to use RPAS to monitor the event for the safety of first responders and the public.

31. With 10 MHz of spectrum set aside for public safety, and DFMS prioritization of public safety organizations, first responders will be able to use RPAS to their full potential in responding to emergencies.

32. If ISED does not set aside 10 MHz for public safety, then alternatively a minimum amount of spectrum (for example, five 200 kHz channels) should be set aside for public safety so that first responders can establish connectivity to the DFMS database during periods of high congestion. Without a minimal amount of spectrum set aside, it is possible that an overburdened DFMS might not recognize a connectivity request from a first responder organization, preventing first responders from launching their RPAS. Once connectivity is established, the DFMS should prioritize the first responder traffic.

33. In prioritizing first responder traffic, the DFMS should not sever the CNPC link of RPAS in operation. Rather, the DFMS should reduce the channel size available to consumer and commercial RPAS to the minimum channel size that is necessary to allow an RPAS operator to recall the aircraft and land it safely.

3.0 RPAS USE IN COMMERCIAL MOBILE BANDS

3.1 Spectrum policy framework

Q21: ISED is seeking comments on the proposed considerations to identify specific commercial mobile bands where the proposed RPAS framework will be applied.
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34. HRPS-PRP support ISED's three proposed considerations.

35. HRPS-PRP agree with ISED's assessment that **regional and/or international harmonization** will support Canadians' ability to access a wide equipment ecosystem.

36. HRPS-PRP agree that ISED should consider **stakeholder interest and benefits to Canadians**, as RPAS use in commercial mobile spectrum has the potential to impact many sectors of the Canadian economy.

37. HRPS-PRP agree that **potential interference concerns** should be an important factor in determining what frequency bands can be used to support RPAS operations. Growth in RPAS operations has the potential to change the interference landscape in the affected frequency bands.

Q22: ISED is seeking comments on other considerations it should take into account when identifying commercial mobile bands where the proposed RPAS framework will be applied.

38. As RPAS are a powerful tool for public safety organizations, HRPS-PRP propose that ISED explicitly consider the potential for a band to support RPAS use cases that would **improve public safety and emergency response capability**.

39. The public safety use case is distinct from commercial or industrial use cases that prioritize productivity and efficiency, as public safety use cases may be sporadic or infrequent. This use case also requires higher service standards than commercial applications, because the ability to launch and securely operate an RPAS any time, including during network outages, is required for an effective public safety response. While efficiency is a central consideration for commercial applications, public safety organizations depend on high service availability, high link reliability, and high security of RPAS communication links.

Q23: ISED is seeking comments on its proposal to apply the RPAS framework to the following initial bands that provide commercial mobile bands:

- a. 600 MHz (617-652 MHz/663-698 MHz)
- b. 700 MHz (698-756 MHz and 777-787 MHz)
- c. AWS-1 (1710-1755 MHz/2110-2155 MHz)
- d. AWS-3 (1755-1780 MHz/2155-2180 MHz)
- e. PCS (1850-1915 MHz/1930-1995 MHz)

40. HRPS-PRP support ISED's proposal to apply the RPAS framework to the five commercial bands listed above.

Q24: ISED is seeking comments on any other bands that are used for commercial mobile services for which the RPAS framework should be applied.

41. The RPAS framework should be applied to the 700 MHz public safety broadband ("PSBB") block (758-768 MHz and 788-798 MHz), and to any future bands that are allocated for public safety use.

42. With RPAS connectivity in the PSBB block, first responder organizations can ensure secure and robust connections to RPAS in emergency situations, greatly enhancing the public safety and the effectiveness of first responders.

43. HRPS-PRP hold a developmental licence in the PSBB block, and have used that licence to develop a public safety broadband network (“PSBN”) using 3GPP technology. This network can be leveraged to support RPAS operations. By demonstrating successful RPAS operations using this band, HRPS-PRP will advance the technical capabilities first responder organizations nationwide.

44. The 700 MHz PSBB block meets ISED’s proposed general considerations. The block is **harmonized** with the U.S. public safety spectrum. Using this block for RPAS connectivity will **benefit Canadians** through enhanced public safety operations. Finally, interference in this band can be managed within **existing frameworks for coexistence**, since equipment in this band uses the same 3GPP technology as commercial equipment in the adjacent 700 MHz commercial mobile band.

45. RPAS’ use of the 700 MHz PSBB block will **improve public safety and emergency response capability** because robust and reliable RPAS connectivity in this band can be delivered by the first responder organizations with licences in this band.

Q27: ISED is seeking comments on its proposal to modify the CTFA by adding new Canadian footnote CYY, as shown above, to permit RPAS aerial user equipment operations under the mobile service allocations in relevant commercial mobile bands.

46. HRPS-PRP support ISED’s proposal to allow CNPC and payload communications in the five listed commercial mobile bands, as well as in the 700 MHz PSBB allocation.

47. If ISED does not permit CNPC traffic in commercial mobile bands, CNPC traffic should nonetheless be permitted in the 700 MHz band. Public safety organizations are both the licensees and RPAS operators in this band, and are therefore able to enforce quality of service standards for their own CNPC traffic across their own networks using this band.

3.2 RPAS Licensing Framework

Q28: ISED seeks comments on its proposal to permit RPAS aerial UE operations under the existing spectrum licence issued to commercial mobile licensees in specified bands. Third-party operators deploying RPAS services would be subscribers of the commercial mobile operator.

48. HRPS-PRP support ISED's proposal to permit RPAS aerial UE operations under existing spectrum licences. This approach will support the efficient mitigation of any interference that may arise from RPAS use.

Q29: ISED seeks comments on whether existing conditions of licence applied to commercial mobile licences for the applicable band are sufficient to enable RPAS UE operations.

49. At this time, the existing conditions of licence are sufficient to enable RPAS UE operations.

50. As described in the response to question 31 below, an abundance of consumer and commercial RPAS UE may, in the future, lead to increased intra- and inter-network interference. ISED should allow for future licence conditions in case aerial UE operations drive an increase in coexistence issues between carriers, and as the technology ecosystem of RPAS evolves.

51. For example, it may be appropriate for ISED to require that licence holders be able to distinguish between a terrestrial UE and an aerial UE to enforce any required interference mitigation measures.

3.3 Technical Considerations

Q31: ISED is seeking comments on the anticipated use cases and deployment considerations for RPAS aerial UEs, including their associated altitudes of operations, in commercial mobile bands, particularly with respect to how they could impact the interference environment with other users.

3.3.1 Use Cases

52. HRPS-PRP envision numerous potential use cases for RPAS aerial UEs, and currently operate RPAS in many of these use cases. RPAS operations provide valuable information that is used to coordinate the response of police officers tasked with protecting public safety.

53. RPAS can greatly improve **search and rescue** operations by improving the speed and breadth of searches over mixed terrain and water.

54. During events that draw **large crowds**, RPAS can provide aerial monitoring of the crowd so that first responders can make better-informed decisions to support public safety during these events – for example, directing the flow of pedestrian traffic to avoid constrictions leading to crowd crushes. During these events, cellular networks may be overwhelmed. With the ability to use the 700 MHz PSBB block (and any future public safety bands) to deliver live aerial video feeds, first responders can continue to ensure crowd safety during these events during commercial network outages or congestion.

55. During **natural or man-made disasters**, including floods, forest fires, hazardous waste spills and large accident scenes, aerial reconnaissance and monitoring can provide invaluable support to first responder deployments. Again, during these events, cellular networks may be overwhelmed or experiencing outages, and the 700 MHz PSBB block will ensure that first responders can maintain live aerial video feeds.

56. In the above examples, the ability to operate RPAS beyond visual or radio line of sight (“BVLOS/BRLOS”) will further enable first responders to deploy an effective, efficient, and timely response. The use of terrestrial stations in the 5030-5091 MHz band, and the use of commercial mobile networks and the use of PSBNs in the 700 MHz PSBB block will support BVLOS/BRLOS operations where such operations are authorized by Transport Canada.

3.3.2 Altitude of Operations

57. HRPS-PRP typically operate RPAS at altitudes just below the current permitted RPAS altitude of 400 feet (122 m) above ground level².

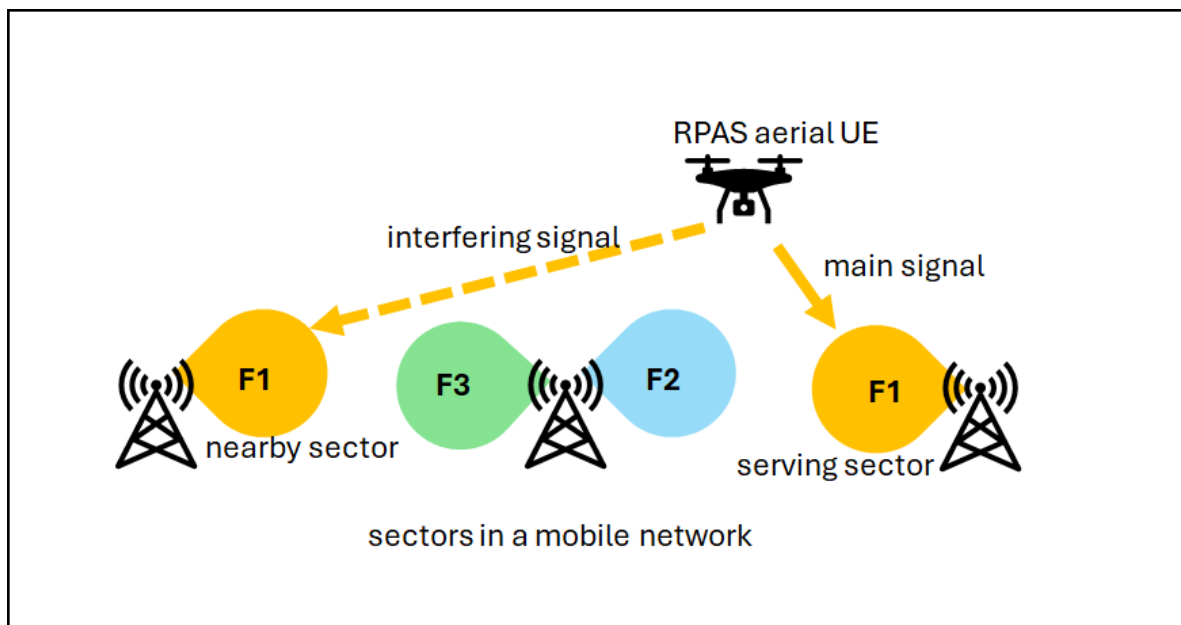
3.3.3 Interference Impacts

58. HRPS-PRP do not foresee that low numbers of RPAS aerial UE in these use cases would have a substantial impact on the interference environment. Operating a limited number of UE in these scenarios should not substantially degrade the interference environment.

59. HRPS-PRP note, however, that a large number of RPAS aerial UE might cause increased interference in mobile networks. Due to the elevation of operation, signals from these UE may travel further than signals from terrestrial UE, resulting in unwanted signals at nearby sectors.

² See Canadian Aviation Regulations SOR/96-433, at Part IX, 901.25, available at laws-lois.justice.gc.ca/eng/regulations/SOR-96-433/index.html.

60. The illustration below shows an interference scenario where an RPAS aerial UE produces an interfering signal at a nearby sector, in a network with a frequency reuse factor of 3.



61. While a single RPAS in the scenario shown above might not significantly impact network operation, numerous RPAS may have an aggregated impact on nearby sectors that degrades network performance.

62. In addition to co-channel interference, the ability of RPAS to fly to positions that are extremely close to base stations may cause interference to adjacent-channel sectors.

Q32: ISED is seeking comments on the effectiveness of ISED's proposed licensing approach (i.e., permitting RPAS aerial UE operations under the existing spectrum licences issued to the commercial mobile licensees in specified bands) in facilitating intra-network coexistence with RPAS, as required.

63. HRPS-PRP supports ISED's proposed approach to permit RPAS aerial UE operations under existing spectrum licences. This approach should be extended to the 700 MHz PSBB block, and any other bands allocated in the future for public safety use.

64. The potential for intra-network co-channel interference at nearby sectors, illustrated in the response above, can be best managed by the network operator who holds the spectrum licence. ISED's proposed approach will allow the licence holder maximum flexibility to implement interference mitigation measures to manage the potential for increased network interference.

Q33: ISED is seeking comments on its proposal to apply the existing technical rules and coexistence measures, such as the maximum field strength or pfd, in the applicable Standard Radio System Plans (SRSPs) to networks operating RPAS aerial UEs.

65. HRPS-PRP support ISED's proposal to apply the existing regulations to networks operating RPAS aerial UEs. This approach, combined with the proposed licensing approach, will allow licence holders maximum flexibility to implement interference mitigation measures.

66. Large numbers of aerial UE may substantially change the interference environment of mobile networks. Therefore, ISED should allow for future licence conditions or coexistence measures in case aerial UE operations drive an increase in coexistence issues between carriers.

67. Future regulations may include, for example, a limitation on the number of aerial UE operating in a defined area, requirements for aerial UE to operate below a certain altitude, or technical aerial UE requirements as described in the next response. The possible need for, and definition of, any such measures will only become apparent once the use of RPAS becomes more commonplace.

68. The potential for an abundance of RPAS in an area also has implications for flight safety, and Transport Canada may initiate measures to limit the number of RPAS operating concurrently in a geographic area.

Q34: ISED is seeking comments on its proposal to develop new technical requirements such as specific power limits and transmit power control provisions, in the relevant Radio Standards Specifications (RSS) for aerial UEs.

69. HRPS-PRP support ISED's proposal to develop new technical requirements for aerial UE. Any requirements should be developed in collaboration with network operators and manufacturers of RPAS.

70. ISED should incorporate measures to ensure that the higher power levels required for RPAS to connect with satellites should not be used when connecting to terrestrial networks. This limitation will reduce the potential for interference with terrestrial mobile networks.

71. As noted in the previous response, large numbers of aerial UE may substantially change the interference environment of mobile networks, and ISED should consider whether any technical requirements are necessary to mitigate the potential for interference from large numbers of aerial

UE. For example, technologies such as beam-forming antennas may help to reduce the potential for interference cases.

72. The possible need for, and definition of, any such measures will only become apparent once the use of RPAS becomes more commonplace.

73. In addition to considering the measures described above, ISED should work Transport Canada to determine whether a future radio standard should include a requirement for RPAS aerial UE to be distinguishable from terrestrial UE. In the U.S., the Federal Aviation Administration has required that RPAS must operate in accordance with Remote Identification (“Remote ID”) requirements³. A similar requirement would support safe RPAS operations in Canada, and may be part of interference mitigation measures.

Q36: ISED is seeking comments on its proposal to not require any additional interference mitigation measures, beyond the existing OOB limits, to address adjacent public safety services (in the 768-776 MHz band) and fixed point-to-point services (in the 1700-1710 MHz, 1780-1800 MHz and 1830-1850 MHz bands) interference.

74. The current OOB limits apply to the frequencies between 763-775 MHz and 793-806 MHz, and do not apply to the entire PSBB block in the 758 to 768 MHz and 788 to 798 MHz range.

75. In light of the potential increase to inter-network interference arising from large numbers of RPAS aerial UE, it may also be necessary for ISED eventually to consider:

- (a) expanding the OOB limits to the 758-736 and 788-793 MHz ranges; and
- (b) reducing the OOB limits in the PSBB block.

76. The appropriate reductions in OOB limits and the expansion of the affected frequency range should be determined through further consultation with stakeholders including equipment manufacturers. Changes to OOB limits should not unduly limit the range of equipment available in Canada. The possible need for, and definition of, any such measures will only become apparent once the use of RPAS becomes more commonplace.

³ United States Code of Federal Regulations, Title 14 / Chapter I / Subchapter F / Part 89 – Remote Identification of Unmanned Aircraft. Available at www.ecfr.gov/current/title-14/chapter-I/subchapter-F/part-89. See also the Federal Aviation Administration webpage, [Remote Identification of Drones](#).

4.0 CONCLUSION

77. HRPS-PRP welcome ISED's proposals to enable RPAS communications using commercial mobile frequency bands and the 5030-5091 MHz band. The proposed framework will support more reliable RPAS operations.

78. HRPS-PRP urge ISED to include the 700 MHz PSBB block in the new framework. This band will deliver secure and reliable RPAS communications links during network outages, natural disasters, and other public safety events.

79. To further ensure that first responders are able to support public safety using RPAS, any DFMS system should prioritize first responder operations.

80. ISED should also protect first responders' ability to use RPAS during emergency events by setting aside 10 MHz in the 5030-5091 MHz band for public safety use.

81. HRPS-PRP urge ISED to consider that future regulation may be required to address interference concerns arising from an abundance of consumer and commercial RPAS operating in commercial mobile bands and the 5030-5091 MHz band.

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