

Federal Communications Commission  
Washington, D.C. 20554

August 6, 2010

Ms. Cindy Sage  
Sage Associates Environmental Consultants  
1396 Danielson Road  
Montecito, CA 93108-2857

Dear Ms. Sage:

Thank you for your letter of March 15, 2010, in which you request that we review compliance with FCC radiofrequency (RF) exposure limits for the “Smart Meter” technology being implemented by utilities across the country. In particular, you expressed concern about multiple adjacent Smart Meter installations used to service multiple dwellings such as condominiums, and the effect of increased data traffic on exposure from collector or controller units.

The FCC Equipment Authorization (EA) program in the Office of Engineering and Technology has taken a very conservative approach to RF exposure compliance for low-power network devices such as Wi-Fi base stations and Smart Meter transceivers. For such devices that are not expected to be used close to the body, it is generally unnecessary to perform routine specific absorption rate (SAR) evaluations as field strength or power density is a sufficient and appropriate measure of exposure. The maximum field strength at a distance can be derived from the effective radiated power (ERP). Also, FCC field strength limits, like the SAR limits, are time-averaged. Accordingly, for devices that will not be used within 20 centimeters of the body, we rely on the “source-based” time-averaged ERP and require that it be less than our specified values of 1.5 or 3 watts, depending on frequency,<sup>1</sup> in order to ensure compliance with our exposure limits. This does not imply that FCC exposure limits will be exceeded at distances less than 20 cm, but only that detailed evaluation of the SAR is not required if the 20 cm separation distance can be maintained.

It is useful in considering this issue to recognize that the power level specified on the Grants of Equipment Authorization issued by the EA program is the peak power as this is the power relevant to interference concerns. For exposure evaluations, however, the average power is relevant, which is determined by taking into account how often these devices will transmit. Since the purpose of these devices is to provide very infrequent information they transmit in occasional bursts. Thus, for exposure purposes the relevant power is maximum time-averaged power that takes into account the burst nature of transmission, and based on the typical maximum time-averaged transmitter power for many of these devices, they would generally be compliant with the local SAR limit even if held directly against the body.

With respect to multiple adjacent Smart Meter installations, since the antennas for each device are mounted individually on each utility meter, the separation distance from people for most of the transmitting antennas is relatively large compared to 20 cm and the

<sup>1</sup> See Section 2.1091(c) of the FCC rules.

meters, contributions to the total potential exposure at any location are small, as only the nearest few transmitters can add meaningfully to the total. Further, as a practical design matter, when several of these meters are placed in a cluster, they have to communicate with a single controller. In order to ensure that the controller receives the information properly, only one transmitter can communicate with the controller at a time, eliminating the potential for exposure to multiple signals at the same time.

The general issue of cumulative exposure from an arbitrary group of transmitter installations or from all transmitters distributed in the environment can appear to be complex, but as discussed, the need for orderly communications requires that a few sources normally dominate. In addition, the exponential decrease in signal strength over distance and additional signal losses due to non line-of-sight conditions for distant sources ensures that only the contributions of nearby transmitters are significant.

In summary, compliance for Smart Meters is determined according to the operating and installation requirements of each type of meter during equipment certification, and is based on the maximum transmission duty cycle for the device, including relay functions. Necessary installation requirements to maintain compliance for each meter are specified in the Grant. Irrespective of duty cycle, based on the practical separation distance and the need for orderly communications among several devices even multiple units or “banks” of meters in the same location will be compliant with the public exposure limits. These conditions for compliance are required to be met before a Grant can be issued from the EA program and auditing and review of Grants is a routine function of the FCC laboratory.

With respect to interference to medical devices, which you also raise in your letter, Smart Meters typically operate under Part 15 of the FCC Rules. Those rules specify power limitations to avoid interference. The Smart Meter wireless technologies used today are not significantly different from Wi-Fi devices, cell phones and other typical consumer products. Certain medical devices may need specific precautions in many other environments; these are generally considered during FDA approval of the individual medical device.

I hope that this information will be helpful. In addition, some technical information on the subject has been developed by the Electric Power Research Institute (EPRI) and we have enclosed that information for reference.

Please know that the FCC is continually monitoring the issue of RF exposure and related health and safety concerns, both in the general terms of the continuing propriety of its regulations, and in individual cases where substantive concerns are raised.