



EUROPEAN COMMISSION
Information Society and Media Directorate-General

Electronic Communications Policy
Radio Spectrum Policy Group
RSPG Secretariat

Brussels, 29 February 2012
DG INFSO/B4/RSPG Secretariat

RSPG12-401 Final



RSPG WORK PROGRAMME FOR 2012 AND BEYOND

Introduction

The RSPG Work Programme 2012 as set out in this document aims to structure activities of the RSPG for the year 2012 and to build a bridge with the challenges which are expected to arise in the coming years beyond 2012. The Work Programme for 2012 presents the various items with less details as compared to the previous ones, reflecting a decision by the RSPG to put the focus on the description of the main topics and priorities and on their relationship to the key strategic challenges ahead in EU spectrum policy. This would allow more flexibility in conducting the work, being easier to change the scope of or prioritize some activity. As a corollary, it was also decided to reintroduce the use of the mechanism of establishing a formal "Request for Opinion" and "Request for Reports" prior to the launch of any significant activity. Such "Requests" will allow to specify in due time and in greater details the objective and modalities for each item of the proposed work programme. These modalities should include a clear issue statement, scope of the work, the type of deliverable, a time table, a clarification of the consultation process if applicable as well as any other relevant organisational aspects. RSPG is confident that this approach will enhance the effectiveness of the work of RSPG with benefits for the EU citizens and institutions while not diminishing the transparency and publicity of the activities.

Looking back to the year 2011, the most significant event in EU spectrum policy is undeniably the political agreement on the European Parliament and Council Decision to establish a multi-annual

Radio Spectrum Policy Programme (RSPP)¹, to which the work of RSPG has contributed strategically through the Opinion on the RSPP in 2010² as well as the follow-up work in 2011 on various specific aspects (e.g. the work on broadband coverage, the economic and social value and the shared use of spectrum, or the Opinion on bilateral assistance on cross-border spectrum coordination). With the RSPP, it is the first time the RSPG exercised its duty under the revised regulatory framework to provide an Opinion to the Commission for a regulatory measure. The year 2011 also ended with the RSPG adopting an enhanced set of Rules of Procedure to take account of the new roles and responsibilities of the Group as established in the EC Decision of 2010 and in the revised regulatory framework.

In light of the above, the RSPG work programme for 2012 and beyond focuses on activities which directly support the RSPP. The RSPG has also looked further ahead to identifying a number of areas for consideration as potential work items on which the RSPG may advise the European Commission, in particular in interference management and cross-border spectrum coordination. RSPG is aware that many issues have close interlinks and that the related activities may prove to have overlaps or mutual dependencies. However this is intrinsic in the fact that we now have a uniform Spectrum Policy in EU and this Programme is its first application, and so the most appropriate demarcation lines or liaisons needed to steer the activity of the Working Groups will be defined in the related Requests for Opinion or Report. The Programme has been submitted to public consultation from 20 January to 8 February 2012. The final text was adopted at the plenary RSPG meeting on 29 February 2012 where it has also been decided to start the first Working Groups. . It is the intention of the RSPG to review the proposed items during 2012 and amend or add further items as necessary. More generally, the RSPG desired to limit the number of working areas for two reasons. Firstly, enough resources and focus is necessary to ensure the quality of the work done by the working groups. Secondly, a limited number of working areas allow for some flexibility in case that the RSPG need to take on other important assignments during 2012.

¹ <http://register.consilium.europa.eu/pdf/en/11/st16/st16226.en11.pdf>

² RSPG Opinion RSPG10-330 Final.

http://rspg.groups.eu.int/_documents/documents/opinions/rspg10_330_rspp_opinion.pdf

Planned work items for the RSPG Work Programme 2012 and beyond

1.	<p>Future spectrum for wireless broadband</p> <p><u>Rationale:</u></p> <p>Article 3 of the draft RSPP states that 1200 MHz of spectrum should be found for “wireless data traffic (including those already in use)” whilst Article 9 of the draft RSPP provides for an inventory of spectrum use between 400 MHz and 6 GHz and article 5 of the draft RSPP states that the Commission shall assess and report to the European Parliament and the Council by January 2015 on whether there is a need for action to harmonise additional frequency bands for such services. Proposals for a methodology for the inventory have to be adopted by the Commission as implementing measures, taking utmost account of the views of the RSPG, by 1 July 2013. In this respect, the RSPG is due to adopt in February 2012 an Opinion on the “review of spectrum use” which may need to be followed by further recommendations in response to the RSPP objective.</p> <p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to:</p> <ul style="list-style-type: none"> ▪ Set out guidance on timescales and activities to ensure that the objective of identifying 1200 MHz can effectively be met, taking into account where appropriate the ongoing inventory process and the results of WRC-12; ▪ Set out guidance on timescales and activities to assess on whether there is a need for action to harmonise additional frequency bands for wireless broadband. <p><u>Planned type of deliverable:</u> RSPG Report and Opinion(s).</p>
2	<p>Preparation of the next World Radio Conference (WRC)</p> <p><u>Rationale:</u></p> <p>WRC-12 will end on 16th February 2012 and a review of its decisions would provide a follow-up of the common policy objectives adopted in the Council conclusions of 27th May 2011.</p> <p>One of the decisions taken by WRC-12 will be the agenda for WRC-15. In line with the RSPG 09-294 opinion on the preparation of ITU World Radiocommunication Conferences, the RSPG should start to identify as early as possible in the process of preparation of WRC-15 common policy objectives on items which are of particular importance for EU policies, similarly to the process carried out for past WRCs.</p> <p>In this respect, an agenda item foreseen for the next World Radiocommunication Conference (WRC-15) aims to assess the future demand for wireless broadband services. Clearly there is a link with the outcome of the inventory which will have to be taken into account in the definition of the common policy objective for WRC-15 on this agenda item</p>

	<p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to:</p> <ul style="list-style-type: none"> • To review the outcome of WRC-12 and identify any issues of relevance for EU spectrum policy. • To review the agenda for WRC-15 and identify the main themes of the WRC-15 which are of particular interest for the EU policies and which require the development of EU common policy objectives, taking into account the outcome of the inventory. <p><u>Planned type of deliverable:</u> RSPG Opinions.</p>
3.	<p>Increasing opportunities for shared use of spectrum</p> <p><u>Rationale:</u></p> <p>Article 4 of the RSPG refers to the need to foster collective use of spectrum and cognitive radio as strategic means to increase the efficient use of spectrum and reducing scarcity. The 2011 Report on Collective use of spectrum and other sharing techniques recognizes that spectrum sharing is a promising area to overcome spectrum scarcity and recommends that further work should be undertaken on the principles of shared spectrum use and in particular on a modality of sharing called Licensed Shared Access. In this context, the European Commission will publish in 2012 a Communication on the shared use of radio spectrum in the European Union.</p> <p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to:</p> <ul style="list-style-type: none"> ▪ Identify the plans of Member States regarding promoting shared use of spectrum as well as cognitive radio; ▪ Examine in more detail the concept of licensed shared access (LSA) and make recommendation on how this approach could be taken forward by Member States. ▪ Consider how action at European level may help to promote the development of innovative sharing techniques and the introduction of the LSA concept. <p><u>Planned type of deliverable:</u> RSPG Opinion or Report.</p>
4.	<p>Furthering efficient interference management through exchange of regulatory best practices concerning regulation and/or standardisation</p> <p><u>Rationale:</u></p> <p>The overall aim of this activity will be to identify how to take advantage of the characteristics and capabilities of the most advanced digital technologies and filtering techniques, including in receivers, and how these advances are reflected in the best practices concerning regulation and standardisation in order to foster a more efficient use of spectrum. In particular, this activity</p>

	<p>should create a common understanding on the solutions found at national level to address interference issues and on the specific role that could be played by improved standards in helping devices to avoid interference from other users and, thereby, to improve spectrum efficiency.</p> <p>More particularly, an exchange of best practices could support the objective of Article 4 of the RSPG which refers to the need to foster the development and harmonisation of standards for radio equipment terminals as well as for electric and electronic equipment upon standardisation mandates from the Commission to the relevant standardisation bodies. Article 3 also refers to “...<i>facilitating the development of standards..... and increasing immunity of receivers to interference,...</i>”</p> <p>Furthermore, this activity may include considerations on the outcome of the Commission study on improved interference management conducted in 2008³ in relation to national interference management practices. .</p> <p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to focus on:</p> <ul style="list-style-type: none"> ▪ Identify ways for the promotion of improved receiver standards within the current ETSI process and the EU institutional set up as well as indicate how the role of European institutions could facilitate such a breakthrough; ▪ Analyse, through the analysis of best practices, what potential role EU spectrum policy and specifically the R&TTE directive may play in promoting improved receiver standards (noting also that proposals for a review of the R&TTE Directive is expected to be published soon); ▪ Identify Member States best practices in managing interference taking into account increasingly flexible conditions of use in spectrum rights. <p><u>Planned type of deliverable:</u> RSPG Report(s)</p>
5.	<p>Strategic sectoral spectrum needs</p> <p><u>Rationale:</u></p> <p>Article 7 of the RSPG sets out the approach to spectrum to support further development of innovative audiovisual media and other services, and Article 8 sets out the approach to spectrum for specific EU policies other than ECNS. The policy areas outlined are GALILEO, GMES, intelligent transport management systems, smart energy grids and smart metres, safety services and Public Protection Disaster Relief (PPDR), scientific research, Programme Making and Special Event (PMSE), Radio Frequency Identification (RFID) and the Internet Of Things (IOT).</p>

³ Study on radio interference regulatory models in the European Community commissioned to Eurostrategies and LS Telecom.

http://ec.europa.eu/information_society/policy/ecom/radio_spectrum/_document_storage/studies/interference/interference_final_report.pdf

	<p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to:</p> <ul style="list-style-type: none"> ▪ Examine the likely development of each sectoral categories of service listed in the RSPP in order to identify emerging spectrum demand over the coming years; ▪ Set out the respective positions/needs of each identified service in relation to spectrum access (possibly with variances in Member States) taking account solutions which may address needs across multiple sectors (ie avoiding standalone sector specific solutions); ▪ Explore the possibility to foster generic spectrum allocation including (but not exclusively) for broadband services with common and least restrictive technical conditions; ▪ Co-ordinating where appropriate with the ongoing work on the spectrum inventory consider how identified emerging demand may be met in an optimum manner. <p>The work should consider that the RSPP already anticipates some actions, for example where it calls upon ensuring that the PMSE sector is least affected as a consequence of the process of assigning the Digital Dividend band to mobile and fixed broadband. In this respect the Commission has already specifically issued a mandate to the CEPT, in order to find earlier solutions to meet this sectoral demand.</p> <p><u>Planned type of deliverable:</u> RSPG Report.</p>
6.	<p>Addressing situations resulting in underutilisation of spectrum</p> <p><u>Rationale:</u></p> <p>The 2011 RSPG Report on improving broadband coverage⁴ suggested some approaches to avoid or mitigate the impact of spectrum being underutilised (temporarily or on a longer term) in particular in the case of already EU-wide harmonised spectrum allocated to mobile/wireless services. This work will look at those suggestions in more depth to assess the viability of any possible remedy.</p> <p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to:</p> <ul style="list-style-type: none"> ▪ Analyse the possible cause(s) of underutilisation of harmonised spectrum and review concrete cases that occurred in the past; ▪ Assess how viable it would be to adopt “targeted harmonisation” measures, whereby spectrum is harmonised for specific services only in those countries where demand for those specific services is clear;

⁴ Document RSPG11-393-Final.

http://rspg.groups.eu.int/_documents/documents/meeting/rspg26/rspg11_393_report_imp_broad_cov.pdf

	<ul style="list-style-type: none"> ▪ Consider what process should be put in place to review the success of harmonisation conditions after they have come into force; ▪ Address how service development could be promoted in those Member States where demand is notably lower than would be expected, due for example to latent needs or other socio-economic constraints; ▪ Set out a proposal to allow alternative services to be potentially deployed in bands where underutilisation of spectrum is evident; ▪ Closely co-ordinate with any work on spectrum sharing (including where appropriate the LSA concept) in terms of potential opportunities for spectrum sharing to allow for more efficient use of underused bands (especially underused harmonised bands). <p><u>Planned type of deliverable:</u> RSPG Opinion.</p>
7.	<p>Cross-border spectrum coordination</p> <p><u>Rationale:</u></p> <p>Article 6 of the draft RSPP foresees a series of concrete measures to ensure that already harmonised spectrum will be effectively made available for use by specific deadlines. The same article also includes provisions to allow for derogations in specific cases. One of the anticipated cases possibly delaying implementation is related to difficulties in cross border spectrum re-planning and in particular <u>intra-EU</u> cross-border coordination. In this context, the RSPG is due to adopt in February 2012 an Opinion on "bilateral assistance in spectrum coordination" (this Opinion is undergoing public consultation⁵) in view of facilitating the resolution of any such issues.</p> <p><u>Scope of RSPG activity:</u></p> <p>The RSPG plans to:</p> <ul style="list-style-type: none"> ▪ Monitor the re-planning and release of spectrum bands already harmonised as specified in Article 6 of the draft RSPP; ▪ Analyse best practices in cross-border spectrum co-ordination and suggest ways for improving overall spectrum efficiency. ▪ Based on the experience of the possible cases of bilateral coordination issues that may be brought forward, suggest the most appropriate organisational framework to handle the assistance task as specified in the RSPG Opinion in assistance on bilateral cross-border coordination issues within the EU. ▪ Be responsive to the request of any Member States to obtain assistance in cross border coordination issues as defined in the draft Opinion on "bilateral assistance in spectrum coordination";

⁵ Document RSPG11-395-Draft.

http://rspg.groups.eu.int/consultations/consultation_bilateral_assistance111121/rspg11_395_opinion_bilateral_assistance.pdf

	<p><u>Planned type of deliverable:</u> Report(s).</p>
8.	<p>Cooperation BEREC-RSPG</p> <p>In recent years RSPG and first ERG and then the successor BEREC have strengthened their cooperation with the aim to support the interests of citizens and the promotion of competition in the common area where spectrum management intertwines with competition assessment. The ongoing work on the social and economic evaluation of spectrum should be concluded at the beginning of 2012. While most of the areas of common interests have been successfully exploited over the past 4 years, one most notably objective, the raise of awareness of reciprocal issues, responsibilities, objectives and work methods and obligations, has been accomplished. Beyond the mentioned work, RSPG and BEREC plans to further explore new cooperation areas and possibly new cooperation models (e.g. holding joint workshops on specific topics of common interest), benefiting of a heritage of areas of interventions, tools, common views, best practices, fact sheets and recommendations built together so far.</p>