

FOCUS On Broadband Wireless Internet Access

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--- FCC Releases Notice Of Proposed Rulemaking (NPRM) For Additional 255 MHz of License-exempt Spectrum in 5 GHz Band ---

The FCC has agreed to the Wi-Fi Alliance's proposal to allow license-exempt operation in an additional 255 MHz of spectrum from 5.470 - 5.725 GHz. This spectrum is used by the US Department of Defense (DOD) for Radio Detection and Ranging (RADAR) systems and the US DOD is terrified of the prospect of millions/billions of 5 GHz "RADAR emitters", and so engineered a technical compromise with the Wi-Fi Alliance. In return for not vetoing the additional spectrum, DOD inserted a provision that devices using this spectrum would be subject to "Dynamic Frequency Selection" (DFS) and a number of other technical requirements - including having to listen for 60 seconds for the presence of a RADAR signal before using a channel, and having to "vacate" a channel for at least 30 minutes if a RADAR signal is detected.

The NPRM and the actions that preceded it - a petition from the Wi-Fi Alliance, and supporting efforts by Microsoft, Cisco and others in lobbying legislators to propose bills that mandate such an allocation were aimed at creating more 5 GHz spectrum for indoor / Wireless LOCAL Area Network (WLAN) use. Strictly from that perspective, the NPRM will likely be viewed largely as a success.

One problem is immediately apparent - at least in my admittedly quick reading of the NPRM - there is no stated definition of what exactly IS a RADAR signal that must be detected. RADAR signals are essentially very high power, pulsed, RF energy. It seems likely that 5 GHz systems that adhere to the "RADAR Safeguards" will be easily confused by the presence of sufficient RF energy. If industry agrees on a definition of what exactly is a RADAR system that must be detected, that definition is subject to abrupt revision as the US DOD changes its RADAR systems. Such a scenario could necessitate a simplistic "detection of raw energy" - which would cripple the ultimate utility of this chunk of spectrum.

As part of the NPRM, the FCC proposes applying the "RADAR Safeguards" to the EXISTING "mid" Unlicensed National Information Infrastructure (UNII) 5.250 - 5.350 GHz band. That's the bad news - that much of the utility of this band will be lost (and equipment required to be redesigned). The good news is that the "RADAR Safeguards" requirements were not extended to the "top / high-power" UNII/ISM band at 5.725 - 5.825/5.850 GHz as had been feared. In the initial discussions between the US DOD and industry representatives, word leaked out about this requirement, and I was informed of it by well placed sources. I tried to confirm this possibility with private notes to a number of technologists in the BWIA industry, but responses were unanimous that THEY had not heard of this, and it was highly unlikely that the FCC would tinker with the existing, very, very successful UNII rules.

To technologists, the "RADAR Safeguards" are a bit laughable. That US DOD RADAR systems even NEED such protection is a sad commentary on the state of technology of US DOD RADAR systems that are apparently incapable of discriminating between a valid RADAR return signal and the energy from a communications device. Robert Heinlein, in his wonderful book "The Moon Is A Harsh Mistress" written in the 1950's, anticipated just such a problem when Mike, the self-aware computer system describes to another character how he "tags" outgoing RADAR emissions so that he won't get fooled with false echoes generated from the bad guys. Apparently... US DOD RADAR systems can't do that, and the DOD decided that instead of dealing with the real problem - that there WILL be 5 GHz transmissions other than RADAR systems in this band and adapt to that reality, they decided to try to cripple the emergence of such devices.

Of late, the US DOD hasn't fought too many battles, necessitating the use of DOD RADAR systems, within the jurisdiction of the US and FCC rules. So... overseas... where US DOD RADAR systems ARE used a fair amount... US FCC rules don't apply. With the apparent admission that low-power, inexpensive, ubiquitous 5 GHz communications devices ARE a threat to effective operations of US DOD RADAR systems... it stands to reason that a country that feels vulnerable to attack by the US will put in place thousands... tens of thousands... or more... 5 GHz devices with the DFS and other "RADAR safeguards" disabled. The US military has a way of dealing with undesired transmitters - HARM - High Speed Anti-radiation Missile; essentially a missile that "homes in" on a source of RF energy - RADARS, etc. An enemy of the US may consider it a pretty good bang/buck radio for the US to spend \$100,000 and up for a HARM to wipe out a \$50 5 GHz radio. But I digress...

The solution, in the mind of the US, is to persuade the delegates at this summer's International Telecommunications Union (ITU) World Administrative Radio Conference (WARC) to adopt the "RADAR Safeguards" rules. Um, yeah... THAT will go over well, given the overwhelming UNpopularity of the US at the moment in the aftermath of Iraq War II. I would guess that the US proposal will be particularly unwelcome because it is being requested specifically to safeguard or enhance the ability of the US to wage war. In contrast to the United Nations, the ITU is "one country one (and ONLY) one vote." It seems to me that the math doesn't add up for enough favorable votes to pass the US position.

One amusing, and quite possible scenario - Microsoft, Cisco, and others as principal brokers of the "RADAR Safeguard" provisions are also intense users of WLANs on their respective corporate headquarters. A ubiquitous WLAN is a proven and potent boost to corporate productivity, and it would be supremely ironic if Microsoft and Cisco's 5 GHz WLANs were to be shut down for 30 minutes at a time by a single overhead pass by a fighter plane with its 5 GHz RADAR system activated. Microsoft, in the Seattle area, and Cisco, in the San Francisco Bay area are both located near major DOD installations where there is extensive use of RADAR systems for both Naval and Flight operations.

The Wireless Communications Association / License Exempt Alliance (WCA/LEA) submitted comments that the new spectrum should allow "high-power" operations as specified for the 5.725 - 5.825 GHz (UNII rules) / 5.725 - 5.850 GHz (ISM rules) band. From my reading the FCC pretty much summarily dismissed this request, stating that the existing "high power" portion of the band was adequate. Despite acknowledgement that Wireless Internet Service Providers, that are making extensive (outdoor) use of the 5 GHz bands, are providing effective competition for Broadband Internet Access services... the FCC decided not to allow "high power" operation in this new spectrum.

What's really damning is that this NPRM makes it abundantly clear that despite the lessons learned (?) from the Spectrum Policy Task Force activities of 2002, the FCC does not understand "The Darwinian Effect Of License-exempt Wireless" which I have espoused for a number of years now\*. The ONLY reason that license-exempt wireless is the incredible success that it is, is that the applicable rules do not codify into law any protection of any other system. In essence... any system is "free to interfere" with any other system, so in order to function in the presence of such interference, systems must continually get better... continuous evolution. "Free to interfere" isn't, of course, literally true - systems whose ONLY purpose is to generate interference aren't legal. ENABLING such continuous evolution is Moore's Law, which has been in full force in radio systems for several years now, so such the "forced" evolution is only "mildly" painful - replacing a system with newer, more robust technology is cheaper than the original system and offers better performance in addition to more robust performance.

The "calendar is ticking" - formal comments are due within 120 days from release of the NPRM - on or about October 2, 2003.

\* Note to "deeper-pocketed" subscribers - "The Darwinian Effect Of License-exempt Wireless" is, in my opinion, the fundamental reason for the overwhelming success of license-exempt wireless to date. That the FCC simply does not understand this principal will fundamentally handicap all future license-exempt spectrum actions. Perhaps a private seminar on this subject for FCC staffers would help? I'd be willing to speak at and coordinate such a seminar if at least minimal funding could be arranged.

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--- 2.4 GHz RF Lighting Threat Is Over... For Now ---

On May 27, 2003 the FCC terminated work on ET Docket 98-42 - requested rules changes to permit Fusion Lighting to sell its RF lighting devices operating in the 2.4 GHz band. 98-42 had been in work for five years, and much of the original information had become dated, and per the FCC, Fusion Lighting had not expressed an interest in updating the docket or further pursuing the matter.

The following is purely speculative, but my guess is that: 1) With the Summer 2001 "energy crisis" exposed as a purely artificial shortage caused by Enron-esque energy traders, Fusion Lighting lost much of the potential interest for its product. 2) If Fusion Lighting pursued the matter, they would be up against the very deep pockets of Microsoft, Cisco and the rest of the 2.4 GHz license-exempt wireless industry, and 3) Fusion Lighting's technology was problematic - making a device that uses molten sulfur and a rotating globe work reliably and inexpensively would be QUITE the challenge.

Not to mention that with the FCC taking credit for the success of 802.11b/Wi-Fi, Representatives and Congresspersons sponsoring legislation to create more license-exempt spectrum, and license-exempt wireless being the only area of growth in the entire telecommunications industry... 2.4 GHz RF Lighting faced a very uphill battle for approval and acceptance. I've been credited in various venues for "breaking the story" in FOCUS Issue #2 - July/August 2001. I excerpted that article - "Part 18 RF Lighting - A Potential "Extinction Level Event" For Communications Users Of The 2.4 GHz Band" and made it available for download from my web page. The article was subsequently mentioned in a number of venues - Slashdot (<http://www.slashdot.org>), PBS/Robert X. Cringely (<http://www.pbs.org/cringely>), and DSL Reports (<http://www.dslreports.com>). As I point out in the article, I was first made aware of the issue of RF Lighting by Dewayne Hendricks citing an article in the Wall Street Journal discussing the effect of 2.4 GHz RF Lighting on the adjacent 2.3 GHz WCS band. Dewayne pointed out that the effect of 2.4 GHz RF Lighting would be miniscule on the 2.3 GHz band compared to the interference caused to 2.4 GHz communications in the same band as RF Lighting devices.

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--- Challenge To License-exempt Usage Of 900 MHz Band Is Denied ---

On May 30, 2003 the FCC denied a petition by Telesaurus that if granted would have resulted in the virtual elimination of license-exempt operations in the 902-928 MHz band. Telesaurus was founded to provide "Location and Monitoring Services" (LMS) - essentially active location tracking of high-value items. Much of the utility of LMS was obviated by the emergence of cheap Global Positioning System (GPS) receivers. Licensed use of 902-928 MHz was auctioned by the FCC with the provision that licensees must "tolerate" the operation of license-exempt devices in the band... which Telesaurus agreed to. In its petition, Telesaurus argued that the 902-928 MHz band was largely vacant - cordless phones and WLAN devices had largely moved to 2.4 GHz. In fact, the 902-928 MHz band IS being used extensive, especially for Wireless Internet Service Providers (WISPs) and users such as utility systems. For example, Puget Sound Energy, the primary service provider for natural gas and electricity in the Seattle area has completely automated their meter-reading using 902-928 MHz radios on each meter and an extensive network of relay stations on light poles. 902-928 MHz is so valuable to such users because 902-928 transmissions can penetrate extensive foliage such as trees. Using 902-928 MHz equipment, WISPs are now able to offer service to customers located in heavy









