

Contract Number 235542

RACE networkRFID

FP7 Thematic Network
ICT-PSP: a European concerted effort on RFID

D5.1.3.1 & 2 **Call for ideas - or - Compilation of existing signs and** **their conditions of use**

“Guidelines For Use” Position Paper

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PP	Restricted to other programme participants (including the Commission Services)	
RE	Restricted to a group specified by the consortium (including the Commission Services)	
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TABLE of CONTENTS

- 1. Introduction..... 3
- 2. Work Package 5 - D5.3.1 & 2 Process..... 5
- 3. Key Terminology 6
- 4. WP5 Recommendation – RFID Reader operators 7
- 5. WP5 Recommendation – RFID Tagged Products in Retail 11
- 6. WP5 Recommendation – Others..... 16

1. Introduction

The European Commission has through stakeholder input determined that in the best interest of European citizens and also operators of RFID applications within European Member States that there must be a common European RFID sign displayed at locations which provide the public notification and transparency. The European Commission's RFID Recommendation clearly states the broad requirements for such a sign and the instances when the sign must be displayed.

The Recommendation wording referencing the common European sign provides an excellent foundation. Nevertheless the breadth of possibly interpretations of the Recommendation wording may impede the adoption of the common European sign and, also RFID applications by many of those organizations who have not been part of the Recommendation's development process and perhaps lack clarity in their understanding. There exists a European Commission supported initiative to develop *voluntary guidelines for use*. Consistent with RACE networkRFID Work Package (WP) 5's earlier deliverables in support of the Recommendation common European sign, WP 5 through this document provides a RACE networkRFID stakeholder position paper as a potential foundation to the European Commission's voluntary guideline for use document.

RACE networkRFID WP 5's position paper and the European Commission guidelines for use initiatives provide important input to future common European sign standardization activities. Both of these guidelines for use initiatives differentiate elements which may be introduced into future standards from those which must rest as voluntary recommended general best practices, at least for the foreseeable future.

It is acknowledged that individual organizations or, groups of organizations such as trade associations, etc. may develop their own guidelines. The European Commission supported initiative to create a common European voluntary sign guidelines for use document aims to assist such future initiatives.

Work Package 5 members are a valued stakeholder group contributing to the Recommendation and specifically the common European sign.

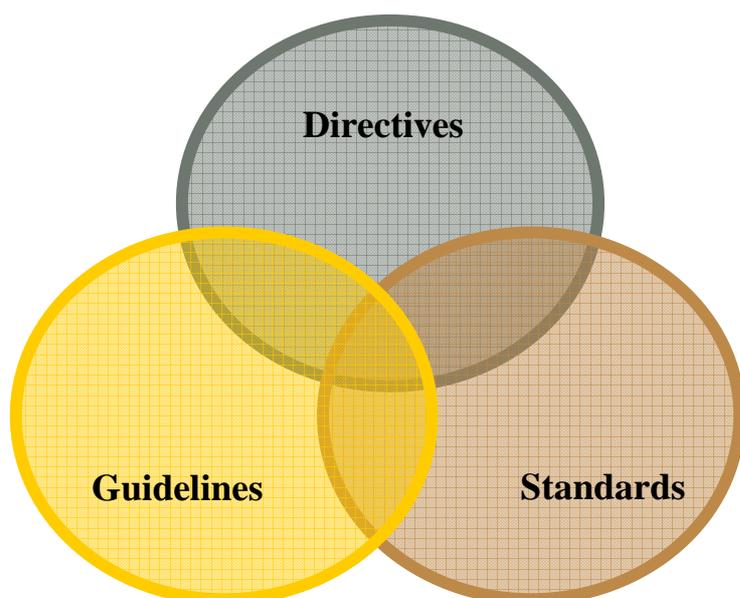


Figure 1 Venn Diagram indicating general relationship between directives, standards and guidelines

Guidelines – voluntary and which are developed to aid accessibility and implementation

Standards – voluntary unless referenced by Law

Directives – Law enforced mandatory requirements often referencing standards

2. Work Package 5 - D5.3.1 & 2 Process



Figure 2 Process Overview

The RACE networkRFID Work Package (WP) 5 survey and conference call review were completed during early February 2011, followed by presentation of the final draft at the WP 5 face-to-face meeting in Prague at the end of April. Early May resolution of some stakeholder concerns concludes the WP 5 position statement. This D5.3.1 & 2 „Guidelines for Use“ position statement document contributes to the following initiatives:

- The European Commission – Voluntary Guidelines for Use document
- The common European sign – standardization project
- The common European sign – RACE networkRFID consumer survey (tbc)

The Recommendation is addressed to all European RFID application operators with additional specific requirements for RFID operators who embed or attach RFID tags to retail products. Due to the breadth of different RFID applications it is challenging to define a guidelines for use document. RACE networkRFID WP 5 through this document assists the process of developing a guidelines for use document by working towards a consensus position as to how in practice the Recommendation common European sign requirements can be fulfilled efficiently considering the interests of a broad spectrum of stakeholders.

RACE networkRFID WP 5 recommendations within this position paper reflect this group’s and wider stakeholder collective consideration as to how the Recommendation may be implemented in practice after careful reflection upon today’s RFID adoption environment and the foreseeable horizon. The key influences of this common European sign implementation position paper are the following.

- The full RFID Recommendation text.
- The interests of the European public, not least through encouraging commonality in the presentation of the common European sign through consistent placement.
- The interests of operators and other stakeholders through providing the greatest flexibility while maintaining sign placement consistency.
- The breadth of RFID applications within the scope of the RFID Recommendation.
- That there is no European public information campaign planned to support the expected introduction by operators of the common European sign.

3. Key Terminology

Ref.	Term	Meaning	Reference	Comment
1	Article 211	1.3.8. The Commission LEGAL BASIS Articles 211 to 219 TEC.	1.1.4 Current prospectives for the European Union: the Treaty of Nice and Convention on the future of Europe I. TREATY OF NICE The Treaty was signed on 26 February 2001 and entered into force on 1 February 2003.	
2	Common	Prevailing, widespread, regular	Collins Concise English Dictionary, 2 nd Edition, 1988	
3	European	A person or attribute of the continent of Europe	Wikipedia	Use of the word European within the RFID Recommendation refers to all member states of the European Union.
4	Emblem	A visible object or representation that symbolizes a quality, type, group, etc.	Collins Concise English Dictionary, 2 nd Edition, 1988	
5	European Commission Recommendation	A recommendation in the European Union, according to Article 288 of the Treaty on European Union (formerly Article 249 TEC), is one of two kinds of non-binding acts cited in the Treaty of Rome. Recommendations are without legal force but are negotiated and voted on according to the appropriate procedure. Recommendations differ from regulations, directives and decisions, in that they are not binding for Member States. Though without legal force, they do have a political weight. The Recommendation is an instrument of indirect action aiming at preparation of legislation in Member States, differing from the Directive only by the absence of obligatory power.	Wikipedia http://en.wikipedia.org/wiki/Recommendation_%28European_Union%29	
6	ISO/IEC	ISO (International Organization for Standardization) is the world's largest developer and publisher of International Standards. ISO is a network of the national standards institutes of 159 countries, one member per country, with a Central Secretariat in Geneva, Switzerland, that coordinates the system. ISO is a non-governmental organization that forms a bridge between the public and private	ISO/IEC Web site: http://www.iso.org/iso/about.htm	
7	ISO/IEC RFID Emblem	ISO/IEC 29160:2010 specifies the design and use of the RFID Emblem: an easily identified visual guide that indicates the presence of radio frequency identification (RFID). It does not address location of the RFID Emblem on a label. Specific placement requirements are left to application standards developers. It also specifies an RFID Index, which can be included in the RFID Emblem and which addresses the complication added by the wide range of RFID tags (frequency, protocol and data structure). The RFID Index is a two-character code that provides specific information about compliant tags and interrogators. Successful reading of	ISO/IEC 29160 http://www.iso.org/iso/iso_catalogue/catalogue_tc/catalogue_detail.htm?csnumber=45239	Standard yet to be published as at 02/2011.

Ref.	Term	Meaning	Reference	Comment
		RFID tags requires knowledge of the frequency, protocol and data structure information provided by the RFID Index.		
8	Logo	A commercial emblem that is often associated with specific implementation rules or conditions		RFID Recommendation stakeholders have decided at a meeting on the 30/09/2010 that logos cannot meet the Recommendation requirements for a common European sign
9	Notification	The act of notifying (to make known, announce). Formal announcement. Something that notifies; a notice.	Collins Concise English Dictionary, 2 nd Edition, 1988	
10	Sign	A board, placard, etc., displayed in public and intended to inform, warn, etc.	Collins Concise English Dictionary, 2 nd Edition, 1988	

4. WP5 Recommendation – RFID Reader operators

The RFID Recommendation, page 7 states:

"8. Member States should ensure that operators take steps to inform individuals of the presence of readers on the basis of a common European sign, developed by European Standardisation Organisations, with the support of concerned stakeholders. The sign should include the identity of the operator and a point of contact for individuals to obtain the information policy for the application."

4.1. It is recommended that operators of RFID readers:

4.1.1. In general terms place the common European signs to notify the public as to the presence of RFID readers **at entrances to locations where beyond the entrance threshold there are RFID readers installed and/or operated e.g. facilities, bordered open areas, etc.**

Ref:	Discussion Point	Additional info.	Comment
4.1.1.1	Market stalls may have no entrances.	The objective is to inform the public about the presence of RFID readers as early as reasonably possible.	Market stalls and other locations which do not have an entrance would be advised to place a common European sign or signs so that customers approaching the unbounded area can be notified of the presence of RFID readers e.g. market stall on curtain wall behind stall or, on post(s) supporting material roof, etc.. Suggest adding this as another recommendation. It is understood that scenarios will be provided in the guidelines for use document in order to illustrate the general recommendations.
4.1.1.2	Signs should be close to RFID readers.	This is similar to 4.1.2 below but not the same. This is an appropriate comment for RFID readers based upon HF or, possibly LF as their magnetic field component restricts the distance over which	Placing signs close to readers may not provide the public adequate advanced notification before they find that their in a zone where UHF RFID tags they are carrying can or, are being read. As it is challenging and sometimes impossible to accurately definitively establish the

		passive tags can be read. However UHF RFID readers can read energized passive UHF tags over long distances. The latest UHF reader systems use exciters to energize UHF RFID tags and have separate RFID readers located centrally, covering wide areas.	limits of the zone of UHF RFID tag reading it is preferred to adopt the precautionary principle by placing the common European sign so as it notifies the public as early as practically possible i.e. at the entrance.
4.1.1.3	Should not be an "alarm" message, but a statement similar to the various "WIFI-ZONE", which are located in airports, libraries, hotels, etc		The design appearance of the common European sign is the focus of a standardization initiative.
4.1.1.4	As the Recommendation states, standardization efforts are only needed for the development of the common sign. Guidelines should be very flexible. For example, there is no need to inform customers walking through the door of a retail store that RFID readers they will never see are in the back room.		The guideline for use is voluntary and is therefore very flexible. Where UHF RFID readers are placed does not necessarily indicate the immediate area they can read tags. Not seeing a UHF RFID reader in no way indicates that tags you in your vicinity are not being read. The instability of UHF fields to changes in the local environment makes this challenge greater still.

4.1.2. In general terms place the common European signs to notify the public as to the presence of RFID readers **where public interface with and/or use RFID applications and/or RFID readers.**

Ref:	Discussion Point	Additional info.	Comment
4.1.2.1	As the Recommendation states, standardization efforts are only needed for the development of the common sign. EPCglobal Guidelines state that notice should be given of the presence of EPC (RFID) technology, therefore we agree with the above. But this is not a topic for standardization because the placement and manner in which retailers communicate this information to their customers should be at the discretion of the retailer. A Chanel boutique does not manage signage the same way that a big box retailer does.		This is a voluntary guideline for use position paper and therefore its purpose is to encourage good practice by those who have not been involved in the Recommendation nor, the development of the common European sign.
4.1.2.2			

4.1.3. In general terms place the common European sign on the pages of **Websites of RFID reader operators where these Websites pages offer a public level explanation of the RFID reader application. Such Website pages may assist RFID reader operator staff to inform the public accurately and, also the public directly through public access to the Website pages.**

Ref:	Discussion Point	Additional info.	Comment
4.1.3.1	Do Web site operators need to be informed?		RFID reader operators are encouraged to consider placing public information about their RFID application(s) on Web sites. Web sites and anywhere else where there appears information where RFID application descriptions or explanations the use of the common European sign is encouraged. Use of

			the common European sign on the public pages of operator Web sites would assist the public link with uses of the common European sign in the 'real' world.
4.1.3.2	Online information campaigns would be ideal for answering all privacy-related questions of the general public and consumers.		
4.1.3.3	That is not requested by the Recommendation.		This is a voluntary guideline for use position statement and therefore it is to encourage good practice by those who have not been involved in the Recommendation nor, the development of the common
4.1.3.4	Only if consumers are involved in the technology. For example, a grocer only using the RFID technology in its back room would have no reason to put this information on its website.		European sign correct as this supports a voluntary guideline for use. However it may still be more efficient for the grocer to put information on Web site than to have staff overly preoccupied answering questions about the RFID
4.1.3.5			application.

4.1.4. In general terms **NOT** place the common European sign to notify the public as to the presence of RFID readers **at other locations**.

Ref:	Discussion Point	Additional info.	Comment
4.1.4.1	That is not necessary.		
4.1.4.2	Again, this is not a topic for standardization. This is another example of why Guidelines work better than standards to address notice. We think commitment to notice is more important than prescriptive standards. For example, a flea market operator may need to hand a sign on a tree to provide notice to meet the EPCglobal Guidelines and we would not want him to withhold notice because trees are not addressed in the standard.		There are advantages from creating a voluntary guideline for use ahead of the standard as it defines the expectation as to which elements require flexibility and, provides an opportunity to justify the need for this flexibility. EPCglobal Guidelines are associated with a commercial logo which is not freely available and, is associated with compliance with EPCglobal privacy requirements. It should not be confused with the common European sign which is focused upon public notification of the presence of RFID as described in the Recommendation.

4.2. In order to neither over notify nor, alarm the public due to the presence of the common European sign **it is recommended that any organization or individual:**

4.2.1. In general terms does **NOT** place the common European sign **at other locations** such as upon other signs nor, information displays which are **NOT** related to RFID in order to avoid wrong notification and, incorrect associations.

Ref:	Discussion Point	Additional info.	Comment
4.2.1.1	Too many signs will simply not get read.	This comment was associated with a disagreeing with the statement.	Clearly the statement supports the idea that the common European sign should NOT be used on non-RFID signs.
4.2.1.2			

4.2.2. In general terms does **NOT** place the common European sign on or within the **boundaries of safety/hazard signs** which **could create a false association** or, **detract from the safety/hazard warning**, **UNLESS** RFID forms a part of the safety information display or, system.

Ref:	Discussion Point	Additional info.	Comment
4.2.2.1	Strongly agree. False association to potential hazards should be avoided even subconsciously.		The primary intent was not to distract the public from the priority message related to the safety/hazard sign. However a secondary objective was to contribute to satisfying the motivation behind this discussion
4.2.2.2			point.

4.2.3. In general terms does **NOT** place the common European sign at **entrances nor, areas beyond the location entrance(s) nor, elsewhere** where there are **NO** RFID readers installed or operating.

Ref:	Discussion Point	Additional info.	Comment
4.2.3.1			
4.2.3.2			

4.3. The Recommendation calls upon concerned stakeholders to support operators responsible for RFID readers.

4.3.1. **Government organizations** are a major stakeholder and are encouraged by all to play a role in supporting the operators of RFID readers.

Ref:	Discussion Point	Additional info.	Comment
4.3.1.1	Support by raising awareness for the way RFID works, the benefits of the technology, the sign and privacy protection.		
4.3.1.2	They can raise awareness as a public organization, increasing the confidence of the community in the industry reports (regarding safety, potential radiation hazards and mainly privacy).		
4.3.1.3	Governmental organizations are RFID operators, when they operate RFID passports, ID cards etc.		
4.3.1.4	Possible contributions of governmental organizations: - Economic contributions supporting investment (eg: tax breaks) - New laws and amendments (eg: any new retail /shop/whatever needs to be RFID-compliant).		Economic support to assist and encourage the deployment of the common European sign or, related to support RFID adoption? A guideline for use cannot reference the later.
4.3.1.5	We are not certain what is meant with "support". If support means informing consumers about the benefits of RFID technology, privacy protection, and the signification of the sign, we agree.		Further clarity on the meaning of the word "support" within the Recommendation is being sought.

4.3.2. **RFID application developers** are encouraged to support operators of RFID readers.

Ref:	Discussion Point	Additional info.	Comment
4.3.2.1	I think the opposite is true, services developers must be supported by providers of reader.		
4.3.2.2	They may need to support operators in providing notice.		

4.3.3. **RFID technology providers** are encouraged to provide support to **RFID application developers** and where applicable also to **operators** of RFID readers.

Ref:	Discussion Point	Additional info.	Comment
4.3.3.1	They may need to support operators in providing notice.		
4.3.3.2	RFID technology providers may provide application ready devices or other application components.	Operators and application developers may be supported by RFID technology providers in delivering application ready devices or other application components or supporting documentation appropriately indicating the common European sign.	
4.3.3.3			

4.3.4. **Industry Associations, Standards Bodies and other Operators.**

Ref:	Discussion Point	Additional info.	Comment
4.3.4.1	RFID operating body		Operators are stakeholders for sure. Operators whether responsible for RFID readers or the RFID tagging of retail products are encouraged to support or help each other.
4.3.4.2			

4.3.5. Generally support of **other organizations** is **NOT** encouraged, there being sufficient support anticipated from the other stakeholders mentioned above.

Ref:	Discussion Point	Additional info.	Comment
4.3.5.1			
4.3.5.2			

5. WP5 Recommendation – RFID Tagged Products in Retail

In the RFID Recommendation on page 7: *RFID applications used in the retail trade:*

"9. On the basis of a common European sign, developed by European Standardisation Organisations, with the support of concerned stakeholders, operators should inform individuals of the presence of tags that are placed on or embedded in products."

The common European sign referred to in this section may optionally avoid mention of the operator name and operator contact details.

Recognizing that there is no specific or implied mention that operators who are required to inform individuals of the presence of tags which are placed on or embedded in products are the same organizations involved in attaching or embedding the tags. It is also acknowledged that the Recommendation text implies that products refer to retail products which can be interpreted as products that would be purchased by consumers. Wikipedia refers to products as things produced and offered to market, including goods and services.

It is considered that the Recommendation's reference to individuals refers primarily to consumers but could extend to operators' staff and all other members of the public too.

5.1. To avoid an extended debate about who in this context is an operator in general it is recommended the following organizations take action whether they are operators or not:

5.1.1. **Product manufacturers of retail goods** which add **RFID tags to their retail products**.

Ref:	Discussion Point	Additional info.	Comment
5.1.1.1	In an efficient logistical system RFID is being used at all stages along the supply chain. In this case the initial operator hence is the producer, followed by several other operators.		
5.1.1.2			

5.1.2. **Packaging suppliers** which provide **RFID tagged retail product packaging**.

Ref:	Discussion Point	Additional info.	Comment
5.1.2.1	Packaging suppliers may not know anything about the characteristics of the product and so about information to write into the tag.		
5.1.2.2			

5.1.3. **Logistics** e.g. 3PLs which add **RFID tags to retail products or retail product packaging**.

Ref:	Discussion Point	Additional info.	Comment
5.1.3.1			
5.1.3.2			

5.1.4. **European importers** which **import** RFID tagged retail products or, RFID tagged retail product packaging **or, apply** RFID tags to retail products or their retail product packaging.

Ref:	Discussion Point	Additional info.	Comment
5.1.4.1	If they resell the goods in retail stores.		
5.1.4.2	Only those importers who apply tags to products are operators.		
5.1.4.3			

5.1.5. All other organizations which add RFID tags to retail products or retail product packaging.

Ref:	Discussion Point	Additional info.	Comment
5.1.5.1			
5.1.5.2			

5.1.6. Others which add RFID tags to retail products or retail product packaging..

Ref:	Discussion Point	Additional info.	Comment
5.1.6.1	Anyone add a tag whose content affects the end user.		
5.1.6.2	The operator is the organisation which operates the application. An organisation cannot be considered an operator unless they are using the technology.		

Applying the common European sign: Further retail covers a broad range of interfaces with the public from e-tailers, self-service, department stores, super markets, etc.. How can operators use the common European sign to meet their obligations to notify of RFID tags embedded in or attached to retail products?

5.2. In general it is recommended that the common European sign should be displayed in one of the following ways:

Ref:	Discussion Point	Additional info.	Comment
5.2.a	One option approach recommended.	Consistency of approach is in the mutual interest of all stakeholders. The greater the uniformity the closer the implementation will correspond with the Recommendations intent. A one option approach selected approach is encouraged at the highest possible levels e.g. retail sector, product category, retailer, sub groups or lastly product.	Recognizing that factors such as type of retail product, proportion of retail product tagged, type of retail product category, etc. may influence the approach adopted. Consistency of the approach adopted to implement the common European sign is recommended with the highest level of stakeholder coordination possible is encouraged.
5.2.b	One option approach recommended.	As there is no European general public information campaign planned in support of the common European sign there are no benefits to stakeholders from over notification and, arguably it could detract from the objective of improving visibility.	Wider use of the common European sign is a possibility but in order to minimize the risks of over-notification this should be backed by a suitable and timely information campaign provided, coordinated or organized by and/or in cooperation with the operator.

5.2.1. If the retail product has a tag attached or embedded then the common European sign should be displayed on the retail product AND where retail product packaging is used also on the retail product packaging. Retail product packaging being all packaging presented to the consumer, whether containing the individual retail product or group of retail products.

Ref:	Discussion Point	Additional info.	Comment

5.2.1.1	It depends on the product.		Reference to retail product packaging applies to any packaging which may be transferred to the consumer.
5.2.1.2	For privacy-related matters, a "retail product" is everything that the consumer carries in-hand when walking out of the retail store.		

5.2.2. On the **retail product packaging** if only the retail product packaging has a tag embedded or attached.

Ref:	Discussion Point	Additional info.	Comment
5.2.2.1	This is optional.		
5.2.2.2			

5.2.3. **ONLY** after carefully consideration by the operator (... which alone or jointly with others, determines the purpose and means of operating an application) upon the **retail product sales presentation hardware infrastructure** e.g. store shelf, automate self-service cabinet, etc. even when this infrastructure is associated with distributing the RFID tagged retail product or, the RFID tagged retail product packaging.

Ref:	Discussion Point	Additional info.	Comment
5.2.3.1	Possibly could be misinterpreted if good improperly treated.		<p>1. It is likely that there will be instances where sales presentation infrastructure displays the common European sign and non-tag embedded or attached retail items are present. To avoid possibly confusing and/or inconveniencing consumers and retail staff steps to minimize occurrence should be considered.</p> <p>2. It is likely that there will be instances where the sales presentation infrastructure displays the common European sign as well as the tagged retail items located on or, in the vicinity of the same sales presentation infrastructure. To avoid alarming consumers and confusing staff steps to minimize occurrence should be considered.</p> <p>3. It is likely that there will be occasions when there are tagged retail items but where the sales presentation infrastructure does not display the common European sign. To minimize the risk of undermining consumer confidence and/or draw further negative media attention steps to minimize occurrence should be considered.</p>
5.2.3.2	Notice is important but must be as flexible as possible to be meaningful.		
5.2.3.3			

5.3. Further who in your opinion are the concerned stakeholders who should support operators who RFID tag retail products? And please provide examples of how stakeholders should support such operators?

5.3.1. Government organizations.

Ref:	Discussion Point	Additional info.	Comment
5.3.1.1	Support by raising awareness for the way RFID works, the benefits of the technology, the sign and privacy protection.		
5.3.1.2	Possible contributions of governmental organizations: - Economic contributions supporting investment (eg: tax breaks) - New laws and amendments (eg: any new retail /shop/whatever needs to be RFID-compliant).		Economic support to assist and encourage the deployment of the common European sign or, related to support RFID adoption? A guideline for use cannot reference the later.
5.3.1.3	We are not certain what is meant with "support". If support means informing consumers about the benefits of RFID technology, privacy protection, and the signification of the sign, we agree.		Further clarity on the meaning of the word "support" within the Recommendation is being sought.
5.3.1.4			

5.3.2. RFID device manufacturers.

Ref:	Discussion Point	Additional info.	Comment
5.3.2.1	It is in their own interest.		
5.3.2.2	They may need to support operators in providing notice.		
5.3.2.3			

5.3.3. RFID application developers.

Ref:	Discussion Point	Additional info.	Comment
5.3.3.1	It is in their own interest.		
5.3.3.2	They may need to support operators in providing notice.		
5.3.3.3			

5.3.4. Retailers.

Ref:	Discussion Point	Additional info.	Comment
5.3.4.1	It is in their own interest.		
5.3.4.2			

5.3.5. Possibly others.

Ref:	Discussion Point	Additional info.	Comment
5.3.5.1	As retailers are explicitly mentioned it is important to add consumer goods industry and suppliers. RFID tags are mainly not applied to products by retailers, but at earlier stages of the supply chain.		
5.3.5.2			

5.3.6. Generally support of other organizations is **NOT** encouraged, there being sufficient support anticipated from the other stakeholders mentioned above.

Ref:	Discussion Point	Additional info.	Comment
4.3.6.1			
4.3.6.2			

6. WP5 Recommendation - Others

6.1. In general it makes sense to recommend that the common European sign be used:

6.1.1. On Websites, in catalogues, etc. **of organizations which distribute RFID tagged retail products or, RFID tagged retail product packaging** thereby providing the public an informed choice before receiving the RFID tagged item(s).

Ref:	Discussion Point	Additional info.	Comment
6.1.1.1	That might help for a more recognizable policy sign, like a "branded" sign.		
6.1.1.2	It should be the choice of the suppliers, if they use the RFID sign or not.		This process is supporting a voluntary guideline for use and thus provides choice and flexibility.
6.1.1.3	For information purposes.		
6.1.1.4			This question suggests that e-tailers, logistics and other organizations fulfil the obligation of an operator when they are not operators would be a valid argument against including this option. Nevertheless the public may feel reassured by being notified of the presence of RFID tags before they receive the RFID tagged products through the Post or via another distribution provider.
6.1.1.5			

6.1.2. On Websites, in **presentations** and, other **public accessible communications which reference RFID applications, RFID technology, the RFID Recommendation, etc..**

Ref:	Discussion Point	Additional info.	Comment
6.1.2.1			
6.1.2.2			