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I don't necessarily agree with it for the reason of vanity call sign availability from users that have been inactive for years but retain a call sign that is in demand. For instance, I will get another vanity when we move. I will prefer N6RLA but it may be taken by a ham that hasn't operated in 20 years but has the call I want. At least with a 10 year license, call signs would be available as licenses expire and are not renewed. May not be the exact one I want but at least there would be options. I would imagine upgrades would just be an administrative upgrade to the license like it is now. I can also understand the complaints that administrative cost to do the "paperwork" and postage on the FCC end is more than the license fee. That is definitely not efficient.