
Consultation on the Calling Line Identification guidelines

A consultation on the types of numbers that can be
used as Network Numbers

CONSULTATION:

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1. Overview

- 1.1 This consultation relates to further clarification to our existing Calling Line Identification (“CLI”) guidelines.

What we are proposing

We propose to insert a new paragraph into the CLI guidelines to clarify that any type of Public Communications Network Number¹ may be used as the Network Number provided that:

- the use of that number is not in breach of any restriction or requirement set out in the Numbering Plan;
- it is not a number that connects to a premium rate service (e.g. prefixed 09) or to a revenue sharing number that generates an excessive or unexpected call charge;
- the relevant CP complies with its obligations under GC A3 in relation to the provision of accurate caller location information to the emergency services for calls to “112” and “999”.

- 1.2 CLI facilities provide the recipient of the call with information relating to the party making the call. CLI data consists of a number that identifies the caller and a privacy marking, indicating whether that number can be shared with the recipient of the call. CLI data can help people to screen incoming calls from numbers they do not recognise and also help with call tracing to identify those responsible for making nuisance calls.
- 1.3 General Condition (“GC”) C6 requires communications providers (“CPs”) to provide CLI facilities, where technically feasible and economically viable to do so. It also requires CPs to ensure that any CLI data provided with and/or associated with a call includes a valid, dialable telephone number which uniquely identifies the caller. The CLI guidelines set out how we expect CPs to meet these requirements.²
- 1.4 The guidelines state that all calls must, as a minimum, have CLI data that represents the point of ingress into the network, which is known as the ‘Network Number’. The CLI data may also include another number representing the identity of the caller, which is the telephone number displayed to the recipient of the call, this is known as the ‘Presentation Number’. The CLI guidelines set out certain conditions for Network Numbers and Presentation Numbers.
- 1.5 We are proposing to add a further clarification to the CLI guidelines to specify the types of numbers that can be used as a Network Number. We propose to clarify that any number can be used as a Network Number provided that it is a valid number and this use is not in

¹ As defined in the Numbering Plan

² The CLI guidelines were subsequently amended in May 2019:

https://www.ofcom.org.uk/data/assets/pdf_file/0021/116670/cli-guidance.pdf

breach of any restriction or requirement set out in the National Telephone Numbering Plan (“**Numbering Plan**”)³ and the number used does not connect to a premium rate service. CPs should also ensure that they continue to comply with their obligations under General Condition (“**GC**”) A3 in relation to the provision of accurate caller location information to the emergency services for calls to “112” and “999”. This is particularly important where the Network Number is not a geographic number.

³ Numbering Plan: <https://www.ofcom.org.uk/phones-telecoms-and-internet/information-for-industry/numbering>

2. Background and legal context

Background

- 2.1 The telephone number displayed to the recipient of the call provides them with useful information about the caller. Accurate CLI data will give the recipient of the call information that will help them decide if they wish to answer that call.
- 2.2 The CLI data that is presented with a call must include a Network Number and may also contain a Presentation Number. All calls must, as a minimum, have a Network Number, which identifies the origin of the call. In some situations, for example a call centre making calls on behalf of different businesses, the caller may wish to present a different number to the call recipient. This is the Presentation Number, which represents the identity of the caller.
- 2.3 Traditionally the Network Number would be a geographic number which represents the geographic area from which the call is initiated. However, as a result of technology change, we understand that some CPs are now using non-geographic numbers as Network Numbers.

Legal context

General Conditions and the CLI guidelines

- 2.4 GC C6 makes provision for CLI facilities and GC A3 makes provision for access to the emergency services.

Requirements for CLI facilities

- 2.5 GC C6 requires CPs to provide CLI facilities, subject to technical feasibility and economic viability. This includes the requirement in GC C6.4(a) to:

Ensure, so far as technically feasible, that any CLI Data provided with and/or associated with a call includes a valid, dialable Telephone Number which uniquely identifies the caller.

- 2.6 The CLI guidelines provide further guidance to CPs on how they should meet the requirements of GC C6. This includes the following in relation to Network Numbers:

5.2 The Network Number must be a line identity that comprises a unique E.164 number (or from which that number may be reconstructed) that unambiguously identifies the line identity of:

- the fixed access ingress to, or egress from, a Public Electronic Communications Network, i.e. the Network Termination Point (NTP);

- a Subscriber or terminal/telephone that has non-fixed access to a Public Telephone Network, i.e. the line identity that has been allocated to an individual subscription of terminal/telephone with a non-fixed access to the public network; or
- the first known UK PECN (or a node within that PECN) in the call path. This should only be used where the first known UK PENCN does not reasonably trust the CLI Data that is being provided or the CLI Data is not available. In these circumstances, the privacy marking provided alongside the CLI should be marked 'unavailable'.

5.3 The authenticity of a Network Number is guaranteed as the number must be one which has been provided by the originating network and it is a number that has been allocated to the originating network provider, or has been ported to the originating provider. This number should not be changed by other CPs in the call path. Where a dialable Presentation Number is also provided, the Network Number does not need to be a dialable number.

2.7 GC C6 and the CLI guidelines do not specify the types of number that can be used as a Network Number (i.e. which number ranges may be used).

Requirements for emergency calls

2.8 GC A3 requires providers of call services to make caller location information available to emergency organisations where technically feasible:

A3.5 Regulated Providers shall, to the extent technically feasible, make accurate and reliable Caller Location Information available for all calls to the emergency call numbers "112" and "999", at no charge to the Emergency Organisations handling those calls, at the time the call is answered by those organisations.

A3.6 In order to make accurate and reliable Caller Location Information available to the Emergency Organisations handling the calls to "112" and "999", a Regulated Provider must comply with the following requirements:

a) Where it provides an Electronic Communications Service at a fixed location, the Caller Location Information must, at least, accurately reflect the fixed location of the End-User's terminal equipment including the full postal address;

b) Where it provides a Mobile Communications Service, the Caller Location Information must include, at least, the Cell Identification of the cell from which the call is being made and, where available, and indication of the radius of coverage of the cell. In exceptional circumstance, where the Cell Identification is temporarily unavailable for technical reasons, the Caller Location Information must include the Zone Code; and

c) Where it provides a VoIP Outbound Call Service:

i) It must, where its VOIP Outbound Call Service is to be used principally at a single fixed location, recommend its Domestic and Small Business Customers to register with it the address of the place where the VoIP Outbound Call Service is to be used prior to its activation and update that address information if there is any change; and

ii) Where it has a reasonable expectation that, or has been informed that, its VoIP Outbound Call Service is to be accessed from multiple locations, it must recommend that its Domestic and Small Business Customers register and update the location information associated with it whenever accessing the VoIP Outbound Call Service from a new location.

2.9 Therefore, where CPs provide call services the CLI data that is provided must, as far as technically feasible, include a valid dialable telephone number which uniquely identifies the caller. CPs must also, as far as technically feasible, provide information to the emergency services, at the time they answer an emergency call, which indicates the geographic position of the end-user's terminal equipment. For a service provided at a fixed location, this should include the full postal address. For a VOIP outbound call service, the CP should provide address or location information insofar as the customer has registered that information with the CP.

The National Telephone Numbering Plan

2.10 The Numbering Plan published by Ofcom sets out the telephone numbers available for allocation to CPs and any restrictions or requirements in relation to how these numbers may be adopted or used. CPs are required by GC B1 to comply with these restrictions and requirements.

Impact Assessment

2.11 We consider the impact of our proposals in section 3 below, alongside our explanation of the changes we are proposing to make to the CLI guidelines.

2.12 Impact assessments provide a valuable way of assessing different options for regulation and showing why the preferred option was chosen. They form part of best practice policy-making. This is reflected in section 7 of the Communications Act 2003, which means that generally we have to carry out impact assessments where our proposals would be likely to have a significant effect on businesses or the general public, or when there is a major change in our activities. However, as a matter of policy, we are committed to carrying out impact assessments in relation to the great majority of our policy decisions.⁴

Equality Impact Assessment

2.13 In carrying out our functions, we also have a general duty under the Equality Act 2010 to have due regard to the need to:

- a) eliminate unlawful discrimination, harassment and victimisation;
- b) advance equality of opportunity between different groups; and

⁴ For further information about Ofcom's approach to impact assessments, see the guidelines, Better policy-making: Ofcom's approach to impact assessment, which are on the Ofcom website:

https://www.ofcom.org.uk/_data/assets/pdf_file/0026/57194/better_policy_making.pdf

- c) foster good relations between different groups;
 - in relation to the following protected characteristics: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and sexual orientation.
- 2.14 Such equality impact assessments (“**EIAs**”) also assist us in making sure that we are meeting our principal duty, under section 3 of the Communications Act 2003, of furthering the interests of citizens and consumers regardless of their background or identity.
- 2.15 We have considered what (if any) impact the proposal in this consultation may have on equality. We do not, however, consider the impact of the proposal in this consultation to be to the detriment of any protected group within society. We have therefore not carried out separate EIAs in relation to race or gender equality, or equality schemes under the Northern Ireland and Disability Equality Schemes.

3. Proposed change to the CLI guidelines

Types of number to be used as the Network Number

- 3.1 Section 2 above summarises the current requirements of GC C6 and the CLI guidelines. However, they do not specify the types of numbers that should be used as a Network Number.
- 3.2 Traditionally, fixed lines would be associated with a geographic number starting 01 or 02 which represents the geographic area from which that call is initiated. This is because traditionally fixed lines are connected to a local exchange and there is a direct relationship between a geographic number range and a particular exchange. However, in recent years, voice calls are being initiated from a variety of different platforms, such as packet-based Voice over IP technology and calls from fixed lines may no longer be associated with a specific public switched telephone network exchange. As a result, we understand that some originating providers now use other types of numbers as the Network Number, and we have received a request for clarification as to whether this is permissible. We propose that the CLI guidelines should be amended to permit this.
- 3.3 Specifically, we propose that any Public Communications Network Number (as defined in the Numbering Plan) can be used as a Network Number, as long as the CLI meets the requirements of the CLI guidelines, as set out in paragraph 2.6 above. We propose to refer to ‘Public Communications Network Numbers’ to provide maximum flexibility to CPs, whilst preventing the use of network codes, administrative codes, data numbers and telex numbers.⁵
- 3.4 We also propose the following associated restrictions:
- a) the use of the relevant number as a Network Number is not in breach of any restriction or requirement set out in the Numbering Plan; for example, numbers that are designated for a paging service or a mobile service should not be used for a fixed line;
 - b) in case the Network Number is displayed to the call recipient, it must not be a number that connects to a premium rate service (e.g. prefixed 09) or to a revenue sharing number that generates an excessive or unexpected call charge.

Impact on emergency calls

- 3.5 We have also considered whether our proposal would negatively impact on the provision of accurate caller location information for calls to the emergency services. As the Network Number is used to provide information about the location of the caller for a call to an emergency number, geographic information must be made available for that call. When an emergency call is made, the calls are initially answered by the public safety answering

⁵ These types of numbers are excluded from the definition of a ‘Public Communications Network Number’ in the Numbering Plan.

point (“PSAP”), who use the geographic information associated with the Network Number to route the call to the relevant body for that location. To meet their requirements under GC A3 for making caller location information available for all calls to ‘112’ and ‘999’, CPs currently populate an emergency call database, which is managed by BT. This holds a list of all the addresses associated with fixed lines. We understand that a small proportion of the numbers listed on this database are already non-geographic numbers, for example numbers starting 03 and 05.⁶ We do not currently have any reason to believe that the use of these non-geographic numbers has negatively affected the efficiency of the emergency database.

- 3.6 We therefore consider that the use of numbers from other ranges as the Network Number is also unlikely to negatively affect the provision of caller location information for emergency calls, provided that CPs continue to comply with their obligations under GC A3 and that accurate caller location information is available to the emergency services. We propose to include an explicit reference to GC A3 in the CLI guidelines to remind CPs of their obligations.

Our proposal

- 3.7 In summary, we propose to insert the following paragraph in the CLI guidelines, below the existing paragraph 5.2:

5.2A For calls originating from fixed networks, any Public Communications Network Number (as defined in the National Telephone Numbering Plan) may be used as the Network Number provided that:

- the use of that number is not in breach of any restriction or requirement set out in the National Telephone Numbering Plan (e.g. a number designated for a paging service or a mobile service should not be used for a fixed line);
- it is not a number that connects to a Premium Rate Service (e.g. prefixed 09) or to a revenue sharing number that generates an excessive or unexpected call charge;
- the relevant CP complies with its obligations under General Condition A3 in relation to the provision of accurate caller location information to the emergency services for calls to “112” and “999”.

- 3.8 We are of the view that this change would be beneficial to CPs, as it would give them greater flexibility in relation to the numbers that they can use as Network Numbers, particularly given the take up of non-geographic numbers that are charged at a geographic rate. At the same time, as long as CPs continue to comply with the requirements to use a valid, dialable number which uniquely identifies the caller and continue to provide geographic information about the caller to the emergency services in the same way as for

⁶ BT’s response to section 135 information request, 27 August 2019.

geographic numbers, there should be no increased risk to consumers from the use of numbers with different prefixes.

- 3.9 We are also of the view that the impact of our proposal is not likely to be to the detriment of any protected group within society, citizens or consumers.

Question 1 – Do you agree with our proposal to add the clarification paragraph, at paragraph 3.7 of this consultation, to the CLI Guidelines? If you do not agree with this proposal, what are your reasons for this view?

A1. Responding to this consultation

How to respond

- A1.1 Ofcom would like to receive views and comments on the issues raised in this document, by 5pm on 6 December 2019
- A1.2 You can download a response form from <https://www.ofcom.org.uk/consultations-and-statements/category-3/cli-guidance-consultation>. You can return this by email or post to the address provided in the response form.
- A1.3 If your response is a large file, or has supporting charts, tables or other data, please email it to CLIGuidelines@ofcom.org.uk, as an attachment in Microsoft Word format, together with the cover sheet (<https://www.ofcom.org.uk/consultations-and-statements/consultation-response-coversheet>). This email address is for this consultation only and will not be valid after 31 January 2020.
- A1.4 Responses may alternatively be posted to the address below, marked with the title of the consultation:
- Jill Faure
Ofcom
Riverside House
2A Southwark Bridge Road
London SE1 9HA
- A1.5 We welcome responses in formats other than print, for example an audio recording or a British Sign Language video. To respond in BSL:
- Send us a recording of you signing your response. This should be no longer than 5 minutes. Suitable file formats are DVDs, wmv or QuickTime files. Or
 - Upload a video of you signing your response directly to YouTube (or another hosting site) and send us the link.
- A1.6 We will publish a transcript of any audio or video responses we receive (unless your response is confidential)
- A1.7 We do not need a paper copy of your response as well as an electronic version. We will acknowledge receipt if your response is submitted via the online web form, but not otherwise.
- A1.8 You do not have to answer all the questions in the consultation if you do not have a view; a short response on just one point is fine. We also welcome joint responses.
- A1.9 It would be helpful if your response could include direct answers to the questions asked in the consultation document. The questions are listed at Annex 4. It would also help if you could explain why you hold your views, and what you think the effect of Ofcom's proposals would be.

- A1.10 If you want to discuss the issues and questions raised in this consultation, please contact Jill Faure on 020 7783 4878, or by email to Jill.Faure@ofcom.org.uk.

Confidentiality

- A1.11 Consultations are more effective if we publish the responses before the consultation period closes. In particular, this can help people and organisations with limited resources or familiarity with the issues to respond in a more informed way. So, in the interests of transparency and good regulatory practice, and because we believe it is important that everyone who is interested in an issue can see other respondents' views, we usually publish all responses on our website, www.ofcom.org.uk, as soon as we receive them.
- A1.12 If you think your response should be kept confidential, please specify which part(s) this applies to, and explain why. Please send any confidential sections as a separate annex. If you want your name, address, other contact details or job title to remain confidential, please provide them only in the cover sheet, so that we don't have to edit your response.
- A1.13 If someone asks us to keep part or all of a response confidential, we will treat this request seriously and try to respect it. But sometimes we will need to publish all responses, including those that are marked as confidential, in order to meet legal obligations.
- A1.14 Please also note that copyright and all other intellectual property in responses will be assumed to be licensed to Ofcom to use. Ofcom's intellectual property rights are explained further at <https://www.ofcom.org.uk/about-ofcom/website/terms-of-use>.

Next steps

- A1.15 Following this consultation period, Ofcom plans to publish a statement in early 2020.
- A1.16 If you wish, you can register to receive mail updates alerting you to new Ofcom publications; for more details please see <https://www.ofcom.org.uk/about-ofcom/latest/email-updates>

Ofcom's consultation processes

- A1.17 Ofcom aims to make responding to a consultation as easy as possible. For more information, please see our consultation principles in Annex 2.
- A1.18 If you have any comments or suggestions on how we manage our consultations, please email us at consult@ofcom.org.uk. We particularly welcome ideas on how Ofcom could more effectively seek the views of groups or individuals, such as small businesses and residential consumers, who are less likely to give their opinions through a formal consultation.

A1.19 If you would like to discuss these issues, or Ofcom's consultation processes more generally, please contact the corporation secretary:

Corporation Secretary

Ofcom

Riverside House

2a Southwark Bridge Road

London SE1 9HA

Email: corporationsecretary@ofcom.org.uk

A2. Ofcom's consultation principles

Ofcom has seven principles that it follows for every public written consultation:

Before the consultation

- A2.1 Wherever possible, we will hold informal talks with people and organisations before announcing a big consultation, to find out whether we are thinking along the right lines. If we do not have enough time to do this, we will hold an open meeting to explain our proposals, shortly after announcing the consultation.

During the consultation

- A2.2 We will be clear about whom we are consulting, why, on what questions and for how long.
- A2.3 We will make the consultation document as short and simple as possible, with a summary of no more than two pages. We will try to make it as easy as possible for people to give us a written response. If the consultation is complicated, we may provide a short Plain English / Cymraeg Clir guide, to help smaller organisations or individuals who would not otherwise be able to spare the time to share their views.
- A2.4 We will consult for up to ten weeks, depending on the potential impact of our proposals.
- A2.5 A person within Ofcom will be in charge of making sure we follow our own guidelines and aim to reach the largest possible number of people and organisations who may be interested in the outcome of our decisions. Ofcom's Consultation Champion is the main person to contact if you have views on the way we run our consultations.
- A2.6 If we are not able to follow any of these seven principles, we will explain why.

After the consultation

- A2.7 We think it is important that everyone who is interested in an issue can see other people's views, so we usually publish all the responses on our website as soon as we receive them. After the consultation we will make our decisions and publish a statement explaining what we are going to do, and why, showing how respondents' views helped to shape these decisions.

A3. Consultation coversheet

BASIC DETAILS

Consultation title:

To (Ofcom contact):

Name of respondent:

Representing (self or organisation/s):

Address (if not received by email):

CONFIDENTIALITY

Please tick below what part of your response you consider is confidential, giving your reasons why

Nothing

Name/contact details/job title

Whole response

Organisation

Part of the response

If there is no separate annex, which parts? _____

If you want part of your response, your name or your organisation not to be published, can Ofcom still publish a reference to the contents of your response (including, for any confidential parts, a general summary that does not disclose the specific information or enable you to be identified)?

DECLARATION

I confirm that the correspondence supplied with this cover sheet is a formal consultation response that Ofcom can publish. However, in supplying this response, I understand that Ofcom may need to publish all responses, including those which are marked as confidential, in order to meet legal obligations. If I have sent my response by email, Ofcom can disregard any standard e-mail text about not disclosing email contents and attachments.

Ofcom seeks to publish responses on receipt. If your response is non-confidential (in whole or in part), and you would prefer us to publish your response only once the consultation has ended, please tick here

Name

Signed (if hard copy)

Date

A4. Consultation questions

Question 1 – Do you agree with our proposal to add the clarification paragraph, at paragraph 3.7 of this consultation, to the CLI guidelines? If you do not agree with this proposal, what are your reasons for this view?