Proposed changes to the Numbering Plan and other instruments

Consultation paper

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Executive summary 1

1. Legislative background 3

1.1 Telecommunications Numbering Plan 2015 3

1.2 Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2015 4

1.3 Telecommunications (Provision of Pre-selection) Determination 2015 4

1.4 Objects of the *Telecommunications Act 1997* and regulatory policy 4

2. Draft Telecommunications Numbering Plan 2025 6

2.1 Key changes 6

2.2 Potential changes to be considered post remake 17

2.3 Scams and use of numbers 19

3. Draft Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2025 24

4. Proposed sunsetting of the Telecommunications (Provision of Pre-selection) Determination 2015 26

4.1. Requirements of the Determination 27

4.2. Sunset of the Pre-selection Determination 27

Invitation to comment 29

Making a submission 29

Appendix A: Submission respondents 31

Appendix B: Draft Numbering Plan amendments 32

# Executive summary

The Telecommunications Numbering Plan 2015 (Numbering Plan), the Telecommunications (Provision of Pre-selection) Determination 2015 (Pre-selection Determination), and the Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2015 (Portability Suppliers Determination), together ‘the instruments’, are due to sunset on 1 April 2025.

In late January 2024, we commenced a review of the instruments with a targeted stakeholder consultation to determine the issues that should be included as part of the review. In June 2024, we released a public discussion paper informed by the targeted consultation. We received 26 submissions to the discussion paper (see [Appendix A](#_Appendix_A:_Submission)). Between August and October 2024, we undertook additional stakeholder consultation, including conducting a series of workshops and bilateral meetings to gather more information and understand stakeholder views on various issues raised in the review.

This paper and the draft proposals have been informed by these consultations. The ACMA now seeks comments from interested parties on the draft proposals[[1]](#footnote-2) prior to making final decisions on the remaking of these instruments in early 2025. The proposals are summarised as follows:

### The Numbering Plan (see section 2)

We must remake the Numbering Plan with the Draft Telecommunications Numbering Plan 2025 (draft Numbering Plan) provided for comment. Key changes in the draft Numbering Plan include:

* the introduction of new number ranges for internet of things services
* mobile numbers classified as their own number type due to use and popularity
* updated definition of ‘local service’ to reflect that geographic numbers are used for services like Voice over Internet Protocol (VoIP) calling and are not tied to specific locations
* the removal of redundant or low use number types and ranges
* the addition of a provision to cancel the enhanced rights of use for smartnumbers if the number is used for scam calls.

### Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2025 (see section 3)

We propose to remake the Portability Service Suppliers Determination.

Carriage service providers (CSPs) consider that the determination remains fit for purpose and should be remade and retained in its current form. There were no other factors raised for consideration under the review of this determination.

### Telecommunications (Provision of Pre-selection) Determination 2015 (see section 4)

We propose to allow the Pre-selection Determination to sunset on 1 April 2025.

Stakeholders overwhelmingly agreed that the Pre-selection Determination should be retired due to the decreased demand for pre-selection services with the need for pre‑selection phased out due to the migration to session-initiated protocol (SIP) interconnect.

### Scams and use of numbers (see section 2.3)

A key and contested issue considered as part of the review is the use of numbers by multiple CSPs, also referred to as the multiple service practice (MSP). This issue was first raised by industry in the context of Communications Alliance’s development of the Reducing Scam Calls and Scam SMs Industry Code (the Scams Code) in 2021, as the practice can prevent accurate identification of over-stamped scam traffic by CSPs.

Industry has been significantly divided on whether MSP should be allowed. CSPs opposing the practice have primarily focused on the impact on scam mitigation efforts, while supporting CSPs have focused on it being an innovative competition measure enabling consumer choice.

The current consultation process has surfaced evidence that MSP is entrenched and widespread, and its prohibition would impact some 10,000 businesses, including government agencies, small businesses, large companies and non-profit organisations. There is clear evidence that a ban on the practice would have wide-reaching impacts across the broader economy and parts of the telco sector. The sectors that currently rely on the MSP include critical areas like health and transport.

In past bilateral consultation with industry, CSPs have taken views that support their business models. In the current consultation process, the majority of CSPs using the practice have acknowledged that if the practice is to continue, it may need to be supported by rules to assist with scam reduction activities.

We do not propose to prohibit the long-standing MSP in the draft Numbering Plan based on the evidence and feedback. We will, however, take forward work under our scam reduction program to explore, and consult on, regulatory controls for MSP that will balance consumer choice and competition against scam reduction objectives, and minimise any related costs and regulatory impact. These controls will be considered within a holistic scam reduction framework.

This could be achieved by permitting the MSP status quo, supported by enhanced Know Your Customer rules domestically and a potential prohibition on traffic entering Australia using Australian numbers, with exceptions for specific legitimate use cases (such as mobile roaming and offshore call centres).

Such a framework would help build consumer confidence in Australian numbers, and permit CSP blocking of scams using Australian numbers with much greater confidence. It would in turn allow educational and device level initiatives to focus on offshore traffic.

In this framework, robust Know Your Traffic (KYT) obligations would also be critical to disrupting offshore scam traffic and some domestic scam traffic. KYT arrangements will need to set out a broad range of data points to identify scam traffic, while also being flexible enough to cater for telco innovation and inevitable dynamic responses from scammers. Consumer awareness about risks from offshore numbers would also be a component of the framework.

To this end, we will robustly explore these proposals and any other innovative solutions with industry, noting the technical complexity and potential risks involved. We anticipate bi-lateral engagement with key providers before the end of 2024. We will release of a position paper in Q1 2025, and develop requirements for a proposed framework and related IPND and cost arrangements by mid-2025.

# Legislative background

Under Part 4 of Chapter 3 of the *Legislation Act 2003*, most legislative instruments ‘sunset’. That is, they are automatically repealed on 1 April or 1 October that first occurs 10 years after they are registered. This is an automatic process applying to most legislative instruments regardless of their content.

Instruments and sunsetting dates

|  |  |  |  |
| --- | --- | --- | --- |
| Name of instrument | Enabling legislation  | Sunset date | Proposal |
| Telecommunications Numbering Plan 2015 | *Telecommunications Act 1997* – s 455(1) | 1 April 2025 | Remake |
| Telecommunications (Provision of Pre-selection) Determination 2015 | *Telecommunications Act 1997* – s 349(1)  | 1 April 2025 | Sunset |
| Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2015 | *Telecommunications Act 1997* – s 110(3) | 1 April 2025 | Remake |

## 1.1 Telecommunications Numbering Plan 2015

Under the Telco Act, the ACMA must, in the absence of a numbering scheme manager, make a plan for the numbering of carriage services in Australia and the use of numbers in connection with the supply of such services.[[2]](#footnote-3) Different numbers may be specified for use in connection with the supply of different types of carriage services.

The plan may set out rules about:

* the allocation of numbers to CSPs
* the transfer of allocated numbers between CSPs
* the surrender or withdrawal of allocated numbers
* the portability of allocated numbers (including rules about the maintenance of, and access to, databases that facilitate portability)
* the use of allocated numbers in connection with the supply of carriage services to the public in Australia (including rules about the issue of allocated numbers by CSPs to customers for use in connection with the supply of carriage services).

Under section 460 of the Telco Act, we must consult on a draft of a Numbering Plan for 90 days before we make or remake it.

### The Numbering System

The ACMA manages the allocation, transfer and surrender of numbers largely via the [Numbering System](https://www.thenumberingsystem.com.au/#!/smartnumbers-login). This enables CSPs, individuals and businesses to purchase and manage different types of numbers, including mobile numbers, geographic numbers and smartnumbers. The operation of the Numbering System largely reflects the rules in the Numbering Plan.

## 1.2 Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2015

Subsection 110(3) of the Telco Act provides that the ACMA may, by written instrument, determine that persons carrying on, or proposing to carry on, one or more specified kinds of telecommunications activity constitute a section of the telecommunications industry. In accordance with paragraph 109(c) of the Telco Act, for the purposes of Part 6 of the Telco Act, a telecommunications activity includes supplying goods or services for use in connection with the supply of a listed carriage service.

Using the power in subsection 110(3) the ACMA made the [Portability Service Suppliers Determination 2015](https://www.legislation.gov.au/F2015L00292/latest/text), which identifies that parties who carry on, or propose to carry on the supply of portability services, constitute a section of the telecommunications industry, identified as Portability Service Suppliers. This instrument ensures that Portability Service Suppliers can participate in developing number portability codes and be subject to the rules in those codes and to enforcement by the ACMA.

## 1.3 Telecommunications (Provision of Pre-selection) Determination 2015

The [Pre-selection Determination](https://www.legislation.gov.au/F2015L00326/latest/text) applies to carriers or CSPs that supply an eligible standard telephone service. The Determination requires that these carriers and CSPs permit an end-user to pre-select another CSP for pre-selectable services. It allows consumers to obtain line rental and local call services from one service provider
but use another for: national long-distance calls; international calls; and fixed-to-mobile calls.

Pre-selection was introduced in the 1990s to encourage competition among fixed-line voice and integrated service delivery network (ISDN) services. There are no pre‑selection requirements in place for NBN retail suppliers, wireless or mobile service providers. The ACMA last reviewed the Pre-selection Determination in 2020 in compliance with subsection 349(15B) of the Telco Act. At the time there was limited support to either revoke or vary the instrument, so the instrument was retained in its current form.

## 1.4 Objects of the *Telecommunications Act 1997* and regulatory policy

In undertaking these sunsetting reviews, we consider the main objects of the Telco Act including whether the instruments and any proposed changes support a regulatory framework that promotes:

* the long‑term interests of end‑users of carriage services or of services provided by means of carriage services
* the efficiency and international competitiveness of the Australian telecommunications industry
* the availability of accessible and affordable carriage services that enhance the welfare of Australians.

We also considered the other objects of the Telco Act, including to:

* promote the supply of diverse and innovative carriage services
* promote the development of an Australian telecommunications industry that is efficient, competitive, and responsive to the needs of the Australian community
* promote the effective participation by all sectors of the Australian telecommunications industry in markets (whether in Australia or elsewhere)
* provide appropriate community safeguards in relation to telecommunications activities and to regulate adequately participants in sections of the Australian telecommunications industry.

# Draft Telecommunications Numbering Plan 2025

We propose to remake the Numbering Plan, which sunsets on 1 April 2025. We have prepared the draft Telecommunications Numbering Plan 2025, which is published on the ACMA website. All interested persons are invited to make submissions about the draft to the ACMA in the 90-day timeframe set out at the end of this consultation paper.

**Section 2.1** discusses the proposed key changes to the Numbering Plan and Table 5 summarises the changes as set out in the draft.

**Section 2.2** discusses potential changes to the Numbering Plan that we considered as part of the review but where further consultation and research is warranted. We consider these changes may be pursued post remake as part of a numbering working program and be included in the Numbering Plan by way of future amendment.

**Section 2.3** discusses the ACMA’s preliminary views on the use of numbers issues for the MSP and traffic originating on Australian numbers from offshore.

## 2.1 Key changes

### Removal of redundant number types

The Numbering Plan sets out numbers for use in connection with the supply of carriage services to the public in Australia. Number types in the Numbering Plan need to reflect and support services offered by CSPs and demanded by consumers in the contemporary telecommunications market.

Premium rate, paging, and calling card numbers have been removed and are not reflected in the draft Numbering Plan because they are no longer in use or in limited use. Definitions associated with premium rate services have also been removed.

These were:

* age-restricted audio-visual service
* age-restricted content
* age-restricted service
* age-restricted text service
* registration premium rate service
* telephone sex service.

The last paging number was surrendered to the ACMA in 2012 and the last calling card number was surrendered in 2018. Optus and Telstra ceased offering services on premium rate numbers in 2018 and 2019 respectively.

Number types to be removed

|  |  |
| --- | --- |
| **Number type** | **Number ranges** |
| Premium rate | 10-digit numbers starting with 19006 and 8-digit numbers starting with 191 to 199 |
| Paging | 9-digit numbers starting with 0163 |
| Calling card | 5-digit numbers starting with 189 |

The impact of this change will be to streamline and update the Numbering Plan by removing number ranges designated for redundant services. This will allow the numbers in those ranges to be available for other uses. Industry members confirmed that there would be a cost to repurpose number ranges, but this may depend on the specific range, and could potentially be offset in the future.

### Introduction of a discrete number type for mobile services

Numbers for mobile services were previously included as a subset of special service numbers in the Numbering Plan. In Chapter 2 of the draft Numbering Plan, mobile numbers have been moved from the special services number type and listed as a discrete number type.

In 1997, there were fewer than 9 million mobile numbers in circulation, and the dominant means of phone communication was by a landline attached to a geographic number. Since 2015, the proportion of Australians who only have a mobile for voice calls at home has more than doubled, increasing from 29% to 63%.[[3]](#footnote-4)

In 2023, mobile services were the most common form of access to both the internet and voice services. As of 30 June 2023, there were over 29 million mobile devices in operation.[[4]](#footnote-5)

In prior targeted consultation and in submissions to the discussion paper there was a strong preference for digital mobile numbers to be listed discretely, given their dominance as one of the most utilised ranges. Communications Alliance indicated that ‘the historical definition as a subset of ‘special services’ is outdated and does not reflect the reality that there are millions of mobile services in use’.[[5]](#footnote-6)

### Specification of mobile numbers – definition and use

Reflecting the introduction of a discrete number type for mobile services, mobile numbers are now defined and specified separately in the draft Numbering Plan in Chapter 3, Part 2, Division 3.

The word ‘digital’ has been removed from the definition of mobile numbers. Three respondents including Communications Alliance noted that the term was redundant since the closure of the last analogue network many years ago.[[6]](#footnote-7)

The draft Numbering Plan specifies that 10-digit 04 and 05 numbers (the latter have not yet been released by the ACMA for allocation) may be used for a mobile service and cannot be used for services where numbers are specified for use elsewhere in the Numbering Plan.

Telstra, Optus and TPG made submissions to restrict mobile number use to originate traffic from a mobile network only. These CSPs claim mobile numbers are being used on non-mobile networks to originate millions of scam calls impacting consumers and diluting trust in the 04 range. This view was echoed by an individual submitter, who noted that ‘scam calls have a corrosive effect on general community trust of both other people and in the phone system as well as the more direct cost of the scams’.

Telstra noted that restricting the use of mobile numbers to calls originating on a mobile network would assist in scam disruption activities.[[7]](#footnote-8) Although there are provisions in the Industry Code C661:2022 Reducing Scam Calls and Scam SMs to allow for blocking scam calls, CSPs are cautious about using these provisions due to the risk that genuine customer calls will be blocked.

TPG stated that there are obligations relating to mobile services in other regulatory instruments, including the [Telecommunications (Emergency Call Service) Determination 2019](https://www.legislation.gov.au/F2019L01509/latest/text), and industry codes that are inconsistent with the use of mobile numbers with other types of services.[[8]](#footnote-9)

Other CSPs, including Twilio, submitted restriction of the use of mobile numbers to solely mobile networks would stifle innovation and competition in industry.[[9]](#footnote-10) Australian businesses use services that rely on the origination of calls, SMS or MMS using mobile numbers via service providers that are not traditional mobile network operators.[[10]](#footnote-11) Pivotel stated that cloud-based mobile numbering allows end-users to have different numbers for different purposes and enables businesses to provide communication solutions that enhance productivity, convenience, and security.[[11]](#footnote-12)

Vocus commented that the adverse impact of restricting mobile numbers to mobile networks would be disproportionate to the intended benefits. It suggested that commercial arrangements could be put in place to address the prevention of scam calls. Virtutel recommended the extension of the Sender ID registry for use with existing Call Authentication RFC’s (STIR/SHAKEN) as a means to reduce unauthenticated calls.

We are not explicitly restricting the use of mobile numbers to mobile services in the draft Numbering Plan, noting the emergence of new technologies and services (particularly non-geographic services such as cloud-based communications).

The ACMA intends to further explore consideration of the potential introduction of a geographically unspecified or nomadic number range to accommodate VoIP, application-based messaging and cloud-based services as part of a post remake numbering work program (see section 2.2 below) while addressing the misuse of mobile numbers by scammers as part of its scam reduction activities, particularly as they relate to spoofing, use of numbers by multiple services and to originate traffic offshore.

### Introduction of a new special services number type for Internet of Things (IoT) services

The draft Numbering Plan introduces IoT as a special number type. IoT refers to the multiple wireless and wired interconnections between personal, consumer and industrial devices. For consumers, the common uses for IoT services include:

* health monitoring / fitness trackers
* medical sensors
* smart meters
* security systems
* thermostats.

There are industries with a continued and growing reliance on IoT services, which will influence the take up of the specified number ranges. IoT devices used in the agriculture industry, for example, can support the connection of irrigation systems, weather stations, humidity sensors, and soil moisture monitors.[[12]](#footnote-13)

We asked whether the new Numbering Plan should introduce number ranges specifically for IoT services to minimise the demand on 10-digit public number ranges. A respondent noted that the primary use case for IoT services is for data-only services, and demand for such services will only increase. [[13]](#footnote-14) The allocation of numbers from the 04 range for these services may be considered unnecessary given on-net services do not require voice capability.

There was broad support to introduce defined number ranges for these services. We note that this approach has been taken in other jurisdictions. According to the European Conference of Postal and Telecommunications Administrations, over 20 European countries have introduced a separate range for such services including Belgium, Bulgaria, Czech Republic, Croatia, Denmark, Slovakia, Slovenia, Spain, Russian Federation, Finland, France, Greece, Hungary, Ireland, Iceland, Latvia, Lithuania, Luxembourg, Malta, Norway, the Netherlands, Poland, and Sweden.[[14]](#footnote-15)

Telstra claim that the current public number requirement and high yearly fee hinders the development of IoT solutions in Australia. It has argued there is a strong use case for the removal of the public number requirement for data-only solutions or a reduction of the annual fee for IoT use cases.[[15]](#footnote-16)

The ACMA considers there is merit in exploring a reduced annual numbering charge (ANC) applying to proposed IoT numbers, given it may encourage their take up, considering the full capability of a mobile number is not often required for many IoT services. This will be considered as part of the imminent consultation on the instruments related to numbering charges. We are proposing portability of numbers in the IoT public number range, though we expect demand for this to be relatively low. Portability arrangements would need to be established by CSPs, with some stakeholders suggesting integrating with mobile number portability arrangements may be possible.

### Specification of IoT numbers – definition and use

The draft Numbering Plan introduces 2 separate ranges for the use of IoT services:

Numbers for IoT services

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Name**  | **Number range** | **Type**  | **Portable**  | **ANC\***  | **Specifications**  |
| IoT data-only service  | 1900000000 to 1929999999 | Private  | No  | No  | Use for data only services that remain ‘on network’.[[16]](#footnote-17) |
| IoT service  | 0900000000 to 0929999999 | Public  | Yes  | Yes  | Use for services that are capable of voice, data, and message capabilities across networks.  |

\*Specifying if the number will be subject to the Annual Numbering Charge.

### Introduction of a new special services number type for public safety service

The draft Numbering Plan introduces public safety service as a special services number type designating specific number ranges for this purpose.

Telstra noted that the current Numbering Plan does not specifically designate the ownership of these ranges creating a risk of inadvertent reallocation or repurposing.[[17]](#footnote-18)

The ACMA considers introducing number type and ranges for these services will reduce the risk of these numbers being unintentionally used for other purposes.

### Updating the definition of local service

At section 15, the draft Numbering Plan proposes an updated definition for local service.

|  |  |
| --- | --- |
| **Existing definition**  | **Proposed definition** |
| ***local service***means a carriage service that:(a) is capable of voice telephony; and(b) is provided for one or both of the following: (i) receiving incoming calls at a location that is in an area identifiable, by the carriage service provider with which the call originates, from the number called; (ii) making outgoing calls at a location that is in an area identifiable by the customer’s carriage service provider; where that location is: (iii) a switching facility; or (iv) the premises occupied or used by a customer; or (v) in the vicinity of the premises occupied or used by a customer. | ***local service***means a carriage service that:1. is capable of voice telephony; and
2. is provided for one or both of the following:
3. receiving incoming calls at a location;
4. making outgoing calls at a location;

where that location is: 1. a fixed location at the premises occupied or used by a customer; or
2. a portable location[[18]](#footnote-19)
 |

Technological innovations have introduced services that are challenging the specifications around use of numbers in the Numbering Plan. For example, section 19 states that a geographic number may only be used in connection with the supply of a local carriage service that terminates calls to a location in the standard zone unit, or for which the call is charged as if the call was terminated in the standard zone unit.

The current definition of local service limits the provision of services to a fixed location. Telstra, Optus and Twilio suggested that this definition is outdated given the use of local service numbers in conjunction with IP telephony. For example, a person travelling for work can make calls through their work laptop and display their office phone number. As most services are now offered over SIP interconnects, and are therefore not tied to a particular place, the definition has been amended to add that services can be provided to a portable location.

The ACMA considers this change updates the definition of local service to reflect technological innovations applicable to this service.

### Cancellation of enhanced rights of use for numbers used for scam and fraud purposes

The 2022 variation of the Numbering Plan gave the ACMA the power to withdraw numbers from CSPs if there was evidence that a number was used in scam activity.

We consider the arrangements for smartnumbers require similar consideration and have proposed extending our limited power to withdraw a number if there are reasonable grounds to believe it has been used in association with a scam to smartnumbers.

When someone purchases a smartnumber, they get the enhanced rights of use (EROU) to that number and approach a CSP to supply a service to that number. The ACMA can currently withdraw the number from the CSPon the grounds of scam activity, however, the smartnumber holder retains the EROU and can reconnect a service to the number with another CSP almost immediately.

The current Numbering Plan only allows the ACMA to cancel EROU if the EROU‑holder is convicted of making a false statement (within the meaning of subsection 136(1) of the Criminal Code) in their application.

The proposed provisions at section 76 state that the ACMA must consider that the benefits of cancelling the EROU must be more significant than the costs and consequences of cancelling the EROU. Holders would be notified of any proposed cancellation and be given the opportunity to respond within 5 business days before a decision is made. EROU holders have rights of review under section 119 for decisions made by the ACMA under section 76.

We consider this change will increase the regulatory options available to us, where a smartnumber is identified as being used by scammers noting this power may not be appropriate to use in all circumstances, for example, where these numbers have been spoofed by scammers.

### Availability of geographic numbers

We propose to include additional number ranges in the specific areas in Schedule 1 of the draft Numbering Plan, as set out in Table 4 below.

Numbering is a key resource that allows CSPs to supply services to customers. It is therefore important to make available enough numbers to meet potential demand. The ACMA needs to ensure there is sufficient supply for future allocations of local service numbers. Geographic number prefixes were identified for areas where, based on historical allocation data, current ranges may be exhausted in the next 10 years, and no replacement range had been designated.

There was general agreement from CSPs in responses to the ACMA discussion paper on the addition of the suggested number ranges. The ACMA does not intend to release these new numbers for allocation to CSPs until the existing ranges are approaching exhaustion.

1. New prefixes for Standard Zone Unit (SZU)/charging districts

|  |  |  |
| --- | --- | --- |
| **Prefix** | **SZU/charging district** | **Supplements** |
| 0230  | Newcastle charging district  | 0240, 0241  |
| 0231  | The following charging districts: Bathurst Cowra Lithgow Mudgee Orange Rylstone Young  | 0253, 0263  |
| 0232  | Wollongong charging district and Helensburgh standard zone unit in the Campbelltown charging district  | 0242  |
| 0234  | The following charging districts: Bourke Condobolin Coonamble Dubbo Forbes Nyngan Parkes Wellington The following standard zone units in Moree charging district: Berkley Downs, Bonnay, Boorooma, Borah Tank, Cumborah, Goodooga, Grawin, Lightning Ridge, Walgett  | 0258, 0268  |
| 0236  | The following charging districts: Casino Coffs Harbour Grafton Kyogle Lismore Murwillumbah  | 0256, 0266  |
| 0270  | Sydney charging district  | 0279  |
| 0271  | Sydney charging district  | 0279, 0299  |
| 0330  | The following charging districts: Balranald Hopetoun Mildura Ouyen Swan Hill  | 0340, 0350  |
| 0331  | Bairnsdale, Morwell and Sale charging districts  | 0341, 0351  |
| 0346  | Foster and Korumburra charging districts, and the following standard zone units in Warragul charging district: Bunyip, Hill End (Victoria), Icy Creek, Neerim South, Trafalgar, Warragul  | 0356  |
| 0368  | The following charging districts: Deloraine Flinders Island Launceston Scottsdale St Mary’s  | 0363, 0367  |
| 0751  | The following charging districts: Caboolture Gatton Gympie Nambour  The following standard zone units in Esk charging district: Coominya, Crossdale, Esk, Lowood, Moore, Toogoolawah  | 0752, 0753, 0754  |
| 0758  | Beaudesert charging district  | 0755, 0756, 0757  |
| 0772  | Cairns charging district  | 0770  |
| 0778  | The following charging districts: Biloela Emerald Gladstone Mackay Rockhampton  | 0748, 0749, 0779  |
| 0820  | Adelaide charging district  | 0870  |
| 0821  | Adelaide charging district  | 0871  |
| 0827  | Bordertown, Mount Gambier and Naracoorte charging districts  | 0877, 0887  |
| 0828  | The following charging districts: Balaklava Burra Clare Gawler Kadina Maitland Yorketown  Thistle and Wedge standard zone units in Port Lincoln charging district  | 0878, 0888  |
| 0829  | Alice Springs and Darwin charging districts  | 0879, 0889  |
| 0841  | The following charging districts: Christmas Island Cocos (Keeling) Islands Derby Great Sandy Port Hedland  | 0851, 0891  |
| 0857  | The following charging districts: Bridgetown Bunbury Busselton  Lake Clifton and Waroona standard zone units in Pinjarra charging district  | 0867, 0897  |

### Number portability

No changes have been made to the number portability provisions in the draft Numbering Plan as the ACMA can only include portability provisions at the direction of the ACCC. We will engage with the ACCC to determine if a new direction will be required for the introduction of the new number range for public IoT services, which we are proposing be a portable service.

In response to the discussion paper, there were suggestions that operational details related to porting should be moved into industry codes, while other submissions noted any changes must not undermine number portability. The ACMA considers current porting obligations in the Numbering Plan are high level, succinct and necessary to provide basic safeguards for consumers and competition.

## Summary of changes in the draft Numbering Plan 2025 and issues for comment

Table 5 summarises changes in the draft Numbering Plan 2025. A full list of changes is at Appendix B.

Summary of changes

|  |  |  |
| --- | --- | --- |
| **Draft Numbering Plan 2025 reference (if applicable)** | **Change** | **Description** |
| Chapter 1– Dictionary | Definitions of IoT and related services | Definitions for IoT and related number types have been introduced to the Numbering Plan to support introduction of number types for these services.**Comment is invited on whether the proposed definitions accurately reflect the services.** |
| Definition of local service | The definition of local service has been amended to reflect number usage with portable services. **Comment is invited on whether the proposed definition accurately reflects the service.** |
| Definition of mobile number | Definition of mobile number has been amended to remove ‘digital’ and to reflect status as a stand-alone number type.**Comment is invited on whether the proposed definitions accurately reflect the services.** |
| Definitions of public safety number and public safety service | Definitions for public safety number and public safety service have been added to support introduction of numbers for these services.**Comment is invited on whether the proposed definitions accurately reflect the services.**  |
| Removal of redundant definitions | The definitions related to number types that are redundant have been removed. These were calling card service, paging number and premium rate number. We have also removed some definitions related to these services. **Comment is invited on whether any definitions proposed for removal should be retained. If yes, please specify why.**  |
| Chapter 3 – Specification of telephone numbers | Add mobile number as a discrete number type | Mobile numbers have been added as a separate number type to reflect their dominant use in communications. A new schedule (Schedule 4) has been added with number details. **Comment is invited on whether these provisions should be included in the new Numbering Plan**. **Are there any specific cost burdens in relation to this proposal? If yes, please specify.**  |
| Add numbers related to IoT services as a subset of Special services numbers | IoT numbers have been added to reflect their growing usage and to reduce the need to use 04 numbers.Details of the numbers have been added to Schedule 5. **Comment is invited on whether there are any reasons not to introduce these number types and corresponding ranges for IoT services.****Do you support this initiative?****Is the quantity of numbers proposed to be included in the ranges appropriate for the proposed use?** **Are there any specific cost burdens in relation to this proposal? If yes, please specify.**  |
| Add public safety numbers as a subset of special services numbers | Public safety numbers have been added to reflect their use and prevent inadvertent repurposing of these number ranges. Details of the numbers have been added to Schedule 5 and Schedule 7.**Comment is invited on whether there are any reasons not to introduce this number type and corresponding ranges.** **Are there any specific cost burdens in relation to this proposal? If yes, please specify.**  |
| Removal of redundant number types | Premium rate numbers, calling card service and paging service have been removed as those number types are no longer in use. Details in the schedules have been amended accordingly.**Comment is invited on whether there are any reasons to retain these number types.** **Are there any specific cost burdens in relation to this proposal? If yes, please specify.**  |
| Chapter 7 – Special rules about smartnumbers | Addition of provisions for cancellation of EROU where the numbers are used for scams | To enhance the ACMA’s scam reduction work, provisions have been added to allow the cancellation of EROU where a smartnumber has been used to make scam calls. An associated review of decisions provision has also been added in section 119. **Comment is invited on whether these provisions should be included in the new Numbering Plan**. **If not, why not?** **In deciding whether to cancel EROU where a smartnumber has been used for scam calls, what should the ACMA consider?** **Is 5 business days sufficient time for an EROU to respond to a notification of any proposed cancellation?** **Are there any specific cost burdens in relation to this proposal? If yes, please specify** |
| Chapter 11 – General matters relating to administration, review and reporting  | Addition of provision relating to use of computer programs  | At section 124, an additional provision has been added to allow us to substitute a decision for a decision (the initial decision) made by the operation of a computer program if we are satisfied the initial decision is incorrect.**Comment is invited on whether this provision should be included in the new Numbering Plan**. **If not, why not?**   |

**Please provide comment on whether any transitional arrangements need to be specified as a result of these proposed changes. If so, what is required?**

## 2.2 Potential changes to be considered post remake

Other potential changes identified as part of the review that we consider may be desirable, but require further consultation, research, information gathering, or the progress of other regulatory initiatives, prior to the ACMA finalising a view, are outlined in Table 6. We consider these can be pursued post remake via establishing a numbering work program and, if considered appropriate, implemented in the Numbering Plan by amendment, or potentially elsewhere.

Issues to be potentially considered as part of a numbering work program post remake

|  |  |
| --- | --- |
| **Issue**  |  |
| Principles-based Numbering Plan | Consider relevant principles and concepts that may be useful to guide the future development and evolution of the Numbering Plan. Consider whether a principle-based Numbering Plan where detailed operational procedures and requirements would be set out in industry codes and guidelines is achievable. The ACMA acknowledges there are disparate views across industry on many numbering issues, potentially impacting code development timeframes. |
| CSP registration  | Consider introduction of further provisions that specify CSP registration being a pre-requisite to CSPs being allocated, sub-allocated, holding, issuing, or using numbers. This consideration is dependent on the outcome of a CSP registration or licensing scheme initiative led by Department of Infrastructure, Transport, Regional Development, Communications and the Arts. |
| Allocation application processes | Consider whether ACMA should update its application forms for the allocation, transfer and surrender of numbers to request additional information from CSPs such as (for example) intended use of numbers they are applying for and whether they are able to support relevant requirements such as portability. |
| Number range for nomadic services | Consider whether a new number range for geographically unrestricted/nomadic services should be introduced. This alternate number range has predominately been suggested and supported by CSPs who are simultaneously seeking to restrict use of mobile numbers to services originating on mobile networks to address the problem of scams.The ACMA notes the failure in take up of the Location Independent Communication Services 0550 number range that was previously introduced to the Numbering Plan and the difficulties establishing interconnect agreements. We also note the withdrawal of similar number types and ranges in other jurisdictions. The ACMA considers further research and consultation is required into consumer and business preferences and perceptions, as well as trust of new and unfamiliar numbers. Other factors for consideration include the impact on competition, costs to industry, success or otherwise of introduction of similar ranges in other jurisdictions on total scam traffic, and the regard to concepts such as technical neutrality.  |
| Rights of use  | Noting the increasing importance and connection of end-users to their numbers, the increasing array of enhanced services they may want to access using a number and the role of numbers in identity verification processes, a numbering work program may consider whether strengthening or enhancing a customer’s right of use to a number and CSPs obligations is warranted.  |
| Multiple use of numbers  | Noting the ACMA’s preliminary position not to prohibit the legitimate use of MSP, the work program could include a project to identify changes in legislation, other instruments, and arrangements to support legitimate use of MSP by CSPs. See section 2.3 below.  |
| Removal of standard zone units (SZUs) | While SZUs are still required for some services and several existing telecommunications policies and obligations that rely on the framework, IP telephony services have reduced the points of interconnect between carriers decreasing their relevance. CSPs confirmed that making changes to SZUs, whether significant or incremental, will require substantial work effort and expense. The work program could consider timing and pathways for the phase-out of SZUs in the future and implications and opportunities of this change to evolve the Numbering Plan. |
| Short codes | Consider the utility of introducing additional new short codes for community service purposes to support uses such as the 3498 short code used in the 3G shutdown.  |

## 2.3 Scams and use of numbers

### Multiple service practice and scams

Scammers use and benefit from numbering arrangements globally to obfuscate and gain consumer trust. The MSP utilises over-stamping, which is functionally the same as CLI spoofing commonly used by scammers to impersonate Australian numbers and/or obscure their originating country. ACMA data and intelligence strongly suggests a large proportion of phone scams use over-stamping.

Without the MSP in use, CSPs would be in a better position to identify legitimate calls from illegitimate calls through inconsistencies in the use of numbers (for example, a call with CLI entering its native network should not happen without MSP).

The consultation process revealed there are CSPs that provide interconnect services to over 750 other CSPs that make use of the MSP. The CSPs who provide the MSP directly to end-users provided information that the total customer base exceeds 10,000. These end-users were primarily businesses ranging in size from sole operators, small and medium businesses, and non-profits, to large corporations and State and Commonwealth government bodies. This evidence reflects the strong demand for the MSP from a broad and diverse customer base. Submissions indicate the MSP provides cost effective, technology driven, innovative and sophisticated communication solutions. It also often forms a part of a holistic communications service.

In our consultation, we found MSP can be a critical component to the provision and service of many communications solutions, including the health (e.g., hospitals) and transport sectors. There are products that provide integrated capability for users to originate outbound calls through system and customer management databases, where an over-stamped number is reflected as the CLI. This negates the need to hold a secondary phone number or share personal numbers during temporary transactions. These innovations contribute to the protection of user privacy and data collection.

|  |
| --- |
| **Case study: Food delivery application**A common example of where this practice may benefit the average customer is where a meal is ordered through a delivery software app, and the job assigned to a delivery driver. If the driver needs to contact the customer, they can place a call to the customer using the call function in the delivery app. The app will over-stamp the driver’s number with a temporary number so that their personal CLI is not displayed. The reverse is also available, as the customer can contact the driver via the app, and their CLI is also over-stamped.The MSP function enables both the driver and rider to maintain privacy as it does not require the exchange of personal information. Withholding the CLI may not be a desirable choice for either party, given the temporary number is a useful identifier for drivers that may be completing deliveries simultaneously. |



|  |
| --- |
| **Case study: Customer relationship management software – health care industry**The MSP can assist companies that use customer relationship management (CRM) software to track calls. For example, a health care service may have case workers in the community making calls on their personal phones on behalf of patients, such as calls to family members, pharmacies, or medical professionals. Calls are placed via the CRM software, and outgoing calls are over-stamped with the health service’s main number. This allows for easier identification of the business making the call. If a call is not answered, the case worker can update the patient’s record in the CRM software with the call purpose and any specific notes. Return calls are received by the main business number and the call recipient can review the patient’s file, see the record of the call, read the case notes and action the call accordingly. In the health and aged care industries, these types of interactions can be vital for enabling the best care for patients, as all interactions are logged, and case notes can be kept up to date. Some CRM software allows for extra services, such as call recordings for record keeping purposes.  |



If the MSP practice were to be prohibited, end-users will not be able to access the same benefits by simply porting or obtaining additional numbers. Current business models would also be disrupted, and the market made less competitive.

### Consultation feedback

In our discussion paper, we asked CSPs whether the MSP should be prohibited, the status quo retained, or the practice allowed with rules, as well as more focused questions on specific use among CSPs. Of the respondent CSPs, Telstra, Optus and TPG advocated banning the practice. The majority of other CSPs support the practice and acknowledge the need for measures to address the associated interference to identifying scams.

CSPs[[19]](#footnote-20) who support the MSP suggested a range of potential measures, some of which the ACMA has previously found are not suitable and/or timely for implementation in the Australian context (e.g. authentication protocols such as STIR/SHAKEN) or would involve significant burden and risk (e.g., a centralised real time ‘allow’ list database).

Commpete noted that it supports the MSP and suggested a central ROU verification registry as a possible solution to address the problem of scams. It is concerned about allow lists, due to the potential need to share commercially valuable information with competitors. We note that such a solution would involve a significant change to current practices and regulatory settings, and it is unclear how it would work in practice in a dynamic, high volume traffic environment.

CA did not put forward a position or any proposed approaches on the MSP. It stated its membership is divided on whether the MSP should be allowed and called for regulatory clarity on the issue. Only 9 out of CA’s approximately 90 CSP members made a submission on this issue, with 6 expressing support for the MSP.

Multiple submissions noted that they either supported, or did not oppose, scam reduction regulatory settings being excluded from matters to be covered in a revised Numbering Plan, noting that scam reduction matters may be more appropriately placed with other scam reduction rules.

### Proposed approach

The consultation process has surfaced data to indicate the MSP is widely used in Australia and that prohibiting it would create issues across the economy for a range of businesses and government bodies. A prohibition would also negatively impact competition in the telco market.

Conceptually, there are 2 complementary ways to achieve effective scam reduction on telecommunications networks: Know Your Customer (KYC) arrangements and Know Your Traffic (KYT) arrangements. The MSP creates challenges to effective KYC and KYT approaches used in Australia.

We intend to explore a mechanism under our scam reduction work program that permits the MSP, supported by specific regulatory controls that seek to balance consumer choice and competition against scam reduction objectives, while minimising any related costs and regulatory impact of changes. In exploring this position, the ACMA will remain open to as-yet unsurfaced or innovative solutions, noting the suggestions put forward by industry to date. We also note that any solutions taken forward will need to be fit-for-purpose at a whole-of-ecosystem level.

A potential solution could involve allowing the MSP status quo to continue domestically, with enhanced KYC rules to be explored under the Scam Prevention Framework to help prevent bad actors using Australian numbers domestically and increase confidence in the legitimacy of calls.

This could be complemented by a prohibition on traffic entering Australia using Australian numbers, with exceptions for specific legitimate use cases (such as mobile roaming and offshore call centres). These exceptions could be achieved in a number of ways, including via routing or allow lists. We note that preventing Australian numbers transiting from offshore was supported by some CSPs in the consultation process.

Such a framework, supported by a strong compliance and enforcement regime, would help build consumer trust in Australian numbers, and permit CSP blocking of scam calls and SMs using Australian numbers with greater confidence. It would also allow educational and device-based initiatives to focus on offshore traffic. KYT would also remain critical to disrupting offshore and onshore scam traffic.

Noting that the current regulatory framework neither explicitly prohibits nor allows the legitimate uses of MSP, a parallel work program to identify any changes to other relevant numbering regulations and arrangements will also be taken forward to support legitimate use of MSP by CSPs.

These matters will require comprehensive consultation with industry given the technical capabilities required, risks to legitimate traffic and burden to implement. We anticipate engagement with industry on these matters in coming months to inform future regulatory arrangements.

Consequently, the draft Numbering Plan does not contain changes related to the MSP, nor does it prevent barriers to the above matters being explored.

The ACMA anticipates engagement with industry on these matters in coming months to inform future regulatory arrangements.

# Draft Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2025

We propose to remake the Portability Service Suppliers Determination in substantially the same form with minor consequential changes, including changes to conform with current drafting practice. The draft instrument contains minor changes that are intended to make the Determination more simplified and accessible. The draft Portability Service Suppliers Determination sets out the proposed changes for comment.

In making this proposal, we note submissions to the discussion paper supported that this Determination remains relevant and is required to continue to identify that the parties providing portability services are participants in the telecommunications industry. CSPs submitted that it remains fit for purpose. There were no other factors nor issues raised in submissions regarding this instrument under the review. CSPs note that this Determination plays a vital role in assisting suppliers to meet their number portability obligations. [[20]](#footnote-21)

Chapter 10 of the Numbering Plan (current and proposed) mandates the portability of certain telecommunications service numbers. Participants in the telecommunications industry, through Communications Alliance, have developed industry codes (which the ACMA registers) including the Local Number Portability Industry Code (C540:2023) and the Mobile Number Portability Industry Code (C570:2009) that detail how industry participants interact to port geographic numbers and mobile service numbers respectively.

The current Portability Service Suppliers Determination identifies and names Portability Services Suppliers as a section of the telecommunications industry. Without this instrument, Portability Services Suppliers could not formally participate in the drafting and consultation for the number portability codes or be subject to potential compliance action.

Portability Service Suppliers play a significant role in number portability. These services are essential for smaller CSPs that rely on other parties for information to route calls or other support in porting geographic numbers. The Portability Service Suppliers Determination defines ’portability services’ as ‘supporting services provided to carriers or CSPs in relation to the provision and operation of Number Portability’.

These services include:

* port administration services
* ported number register database maintenance or provision
* the provision of network information services, or intelligent network database services, for call routing.

By proposing to remake the current Portability Service Suppliers Determination, we will continue to identify that the parties providing portability services are participants in the telecommunications industry.

**Comment is invited on the ACMA’s proposal to make the draft Telecommunications (Section of the Telecommunications Industry – Portability Service Suppliers) Determination 2025.**

# Proposed sunsetting of the Telecommunications (Provision of Pre-selection) Determination 2015

The ACMA proposes to allow the Pre-selection Determination to sunset on 1 April 2025.

Pre-selection enables customers with a fixed-line eligible standard telephone service (as defined under section 349(10) of the Telco Act) to choose one provider for their line rental and local calls and another for long-distance, mobile, international, and some operator-assisted calls (pre-selectable services).

Pre-selection was introduced in the early 1990s to encourage competition between telecommunications providers on fixed-line networks by enabling consumers to access competing services for some voice services.

The obligation to provide pre-selection applies to carriers or CSPs that supply an eligible standard telephone service to fixed line and some existing fibre-based services. Pre-selection is not required to be provided on services supplied on mobile networks or the NBN.

Pre-selectable services are provided to end-users by carriers or CSPs in 2 main ways:

* Directly – where a customer obtains line rental and local calls from one carrier and specifically selects another provider for long distance, international and / or fixed-to-mobile calls either on a call-by-call basis or as an ongoing arrangement usually by using a code. This type of pre-selection is predominately used by residential customers.
* Through wholesale arrangements – for example, a CSP may buy a local carriage service from a carrier and use pre-selection to bundle it up with its own long-distance and fixed-to-mobile services to provide a seamless end-to-end service to its customer. These wholesale arrangements support delivery of services to both residential and business customers.

Our 2020 review of the Pre-selection Determination found that demand for, and use of pre-selection has fallen significantly with the growth of bundled service offerings, more flexible contracts, increased use of mobile services and the decline of fixed-line services. Pre-selection use fell 68% between 2017 and 2020, with the greatest decrease attributable to residential consumers. The review also expected that the demand from end-users for pre-selection would continue to fall as the NBN roll-out reached completion and with continued steady increase in the number of mobile services in use, including as a substitute for fixed line services.[[21]](#footnote-22)

We note that pre-selection is part of the ACCC’s regulatory framework for the fixed originating access service (FAOS). In March 2024, the ACCC released its final inquiry report on the FAOS and decided to extend the declaration of the service for a further 5 years. In the absence of a determination under section 350A of the Telco Act, we have discretion in whether to remake the Pre-selection Determination.

## 4.1. Requirements of the Determination

The Pre-selection Determination requires pre-selectable services to be provided for calls made using an eligible standard telephone service (as defined under subsection 349(10) of the Telco Act) to any of the following:

* a geographic number or local number, that is not a local call
* an access code specified for use with an international direct dial service
* a special services number specified for use with an operator service that is a selectable shared number
* an access code that is specified for use with an international ring-back price service
* a special services number specified for use with a digital mobile service.

The obligation to provide pre-selection applies to carriers or CSPs that supply a standard telephone service.

The Numbering Plan defines the pre-selection verification service at section 5, and later references the service in Schedule 5 (2).

**Comment is invited to clarify whether, if the Pre-selection Determination is allowed to sunset, the definition for a pre-selection verification service should remain in the Numbering Plan.**

## 4.2. Sunset of the Pre-selection Determination

Six stakeholders provided a response on the Pre-selection Determination, with only TPG indicating a preference to retain the Pre-selection Determination. TPG indicated the Determination may be useful for some suppliers and that it still has a ‘very small’ number of customers that use pre-selection. Other CSPs were generally supportive of allowing the instrument to sunset on 1 April 2025, confirming it no longer maintains any relevance as a competition measure and has largely lost relevance for customers.[[22]](#footnote-23)

Based on information provided in response to the discussion paper, we have estimated in addition to the falls of 68% in pre-selection use between 2017 and 2020, use has continued to decline since we last reviewed the Determination in 2020, by approximately another 80%.

Telstra noted that fundamental changes to the telecommunications market including the transition to SIP interconnect which does not support pre-selections means that ‘there is no longer any reason to maintain regulated requirements for carriers to allow end users to pre-select calling services from another carrier’.[[23]](#footnote-24) This view was also supported by Twilio, who pointed out that the purpose was to promote competition in the marketplace. It does not apply to mobile services, which are the dominant service in today’s market.

In their submission, peak industry body, Communications Alliance, commented that there is likely to be no effect on end-users of the operation of the ACCC’s FAOS if the Pre-selection Determination is allowed to sunset.[[24]](#footnote-25)

**Comment is invited on the ACMA’s proposal to allow the Pre-selection Determination to sunset on 1 April 2025.**

# Invitation to comment

## Making a submission

We invite submissions on the proposals set out in this consultation paper.

Please note that we are separately considering the MSP within a holistic scam reduction framework. Specifically, how the MSP may operate in an environment that provides stronger domestic KYC rules and a potential prohibition on traffic entering Australia using Australian numbers, with exceptions for limited legitimate use-cases. These would be complemented by stronger KYT obligations and consumer education about offshore numbers.

The ACMA will engage closely with the telecommunications sector as it develops this framework via:

* bi-lateral engagement with key providers before the end of 2024
* release of a position paper in Q1 2025
* developing the requirements for a framework, and related IPND and cost arrangements, by mid-2025.

In taking this work forward, we will consider how the matters sit within and/or complement the Scam Prevention Framework the Australian Government introduced into Parliament on 7 November 2024.

[Online submissions](https://www.acma.gov.au/have-your-say) can be made by uploading a document. Submissions in PDF, Microsoft Word or Rich Text Format are preferred.

Submissions by post can be sent to:

The Manager

Numbering Policy and Regulation Section

Australian Communications and Media Authority

PO Box 13112 Law Courts

Melbourne Victoria 8010

Submissions and consultation enquiries can be emailed to: numberingplanreview@acma.gov.au.

The closing date for submissions is **COB, Wednesday 12 February 2025**.

**Noting the 90-day consultation period, no extensions of time will be given for submissions.**

#### Publication of submissions

The ACMA publishes submissions on our website, including personal information (such as names and contact details), except for information that you have claimed (and we have accepted) is confidential.

Confidential information will not be published or otherwise released unless required or authorised by law.

#### Privacy

View information about our policy on the [publication of submissions](https://www.acma.gov.au/publication-submissions), including collection of personal information during consultation and how we handle that information.

Information on the *Privacy Act 1988,* how to access or correct personal information, how to make a privacy complaint and how we will deal with the complaint, is available in our [privacy policy](https://www.acma.gov.au/privacy-policy).

# Appendix A: Submission respondents

Submissions to the discussion paper closed on 3 July 2024. The ACMA received submissions from the following 17 respondents:

1. Australian Communications Consumer Action Network (ACCAN)
2. Australian Competition and Consumer Commission (ACCC)
3. Commpete
4. Communications Alliance
5. Keith Edwards
6. Netnumber
7. Optus
8. Pivotel
9. Symbio
10. Telecommunications Industry Ombudsman
11. Telstra
12. TPG Telecom (TPG)
13. Twilio
14. Verizon
15. Virtutel
16. Vocus
17. Voxbone (Bandwidth).

We opened a reply-to-comment period for 3 weeks. This provided the opportunity for stakeholders to review the published submissions and provides a further response.

We received submissions from the following 9 respondents:

1. Commpete
2. Netnumber
3. Optus
4. Sinch
5. Somos
6. Symbio
7. Telstra
8. TPG
9. Twilio.

# Appendix B: Draft Numbering Plan amendments

| **Draft Numbering Plan reference**  | **Change**  | **Description** |
| --- | --- | --- |
| Chapter 1, Part 1 - Definitions  | Addition | At section 5, added definitions for:* internet of things service
* internet of things data-only service
* mobile number
* public safety number
* public safety service.
 |
| Chapter 1, Part 1 - Definitions  | Removal | At section 5, removed definitions for:* age-restricted audio-visual service
* age-restricted content
* age-restricted service
* age-restricted text service
* calling card service
* digital mobile number
* paging service
* premium rate number
* premium rate service
* premium SMS or MMS service
* registration premium rate service
* telephone sex service.
 |
| Chapter 1, Part 1- Definitions  | Amendment  | At section 5, amended definition for local service. |
| Chapter 2, Section 7 - Numbers for use  | Addition | Added the following number types:* mobile numbers
* special service numbers specified for use with:
* an internet of things service
* an internet of things data-only service.
 |
| Chapter 2, Section 7 - Numbers for use  | Removal | Removed the following number types:* premium rate numbers
* special services numbers specified for use with a:
* calling card service
* digital mobile service
* paging service.
 |
| Chapter 3 – Specification of telephone numbers | Removal  | Removal of any reference to premium rate numbers across the Chapter. |
| Chapter 3, Part 2 – Mobile numbers  | Addition | Addition of new Division for Mobile numbers. Addition of definition of mobile number.Addition of specification for use of mobile numbers. |
| Chapter 3, Part 3 – Emergency Service Numbers  | Amendment  | At section 19, Note 1, amend reference from ‘digital mobile phones’ to ‘mobile phones’ |
| Chapter 4 – Private Numbering Schemes  | Amendment | At section 32, change ‘special service number’ to ‘a mobile number’. |
| Chapter 5 – Transfer, surrender and withdrawal of international signalling point codes and mobile network codes | Amendment | Amendment to section 46 to clarify notice of decision provisions. |
| Chapter 6, Part 1 – Allocation of numbers | Addition | At section 47, addition of mobile numbers to list of numbers able to be allocated.  |
| Chapter 6, Part 1 – Allocation of numbers | Removal | At section 47, removal of premium rate numbers from list of numbers able to be allocated. |
| Chapter 6, Part 2 – Standard procedure for allocation of numbers | Removal | At subsection 47(2), removal of premium rate numbers.  |
| Chapter 6, Part 2 – Standard procedure for allocation of numbers | Removal | At section 51, removal of reference to premium rate numbers.  |
| Chapter 6, Part 3 – Application for allocation of numbers in special circumstances | Removal | At subsection 52(5) and section 58, removal of reference to premium rate numbers. |
| Chapter 7, Part 2 – Notice of decision | Amendment | At section 72, amendment to section 72 to clarify notice of decision provisions. |
| Chapter 7, Part 2 - Cancellation of enhanced rights of use – scam or fraudulent activity | Addition | At section 75, inserted provisions to cancel the EROU of smartnumbers involved with scam / fraudulent activity. |
| Chapter 8, Part 1 – Transfer of numbers | Removal | At section 76, removed reference to premium rate numbers. |
| Chapter 8, Part 2 – Surrender of numbers | Amendment | At section 81, amendment to clarify notice of decision provisions. |
| Chapter 11, Part 3 – Review of decisions  | Addition | At section 117, included a new reviewable decision to account for the new provision that provides ACMA the power to withdraw a smartnumber due to scam and/or fraudulent activity. |
| Chapter 11, Part 4 – General matters | Addition | At section 124, additional provision added to specify that the ACMA can substitute a decision for a decision made by a computer program if it is satisfied that the initial decision is incorrect.  |
| Schedule 1 – Geographic numbers  | Addition | Inserted additional number ranges for geographic numbers.  |
| Schedule 4 – Mobile numbers  | Amendment | Removal of Schedule for premium rate numbers. Replacement with Schedule for mobile numbers.  |
| Schedule 5 – Special service numbers  | Removal  | Removed reference to: * paging service
* digital mobile service
* calling card service.
 |
| Schedule 5 – Special service numbers | Addition | Introduced items for:* public safety use
* internet of things data-only service.
 |
| Schedule 6, Part 1 – Access codes  | Addition | Added mobile numbers in items 10–12 in column 4 and amended reference from digital mobile number to mobile number in items 13–21. |
| Schedule 6, Part 2 – Access codes | Addition | Added mobile numbers in items 3–6 in column 4. |
| Schedule 7 – Size of a standard unit  | Removal | Removed reference to: * premium rate numbers
* calling card numbers
* digital mobile number (reflected as a separate number range).
 |
| Schedule 7 – Size of a standard unit | Addition | Introduced: * mobile numbers as a new item
* special service numbers specified for use with an internet of things service.
 |

1. The draft instruments have been published alongside this paper on the consultation page. [↑](#footnote-ref-2)
2. In December 2019, the *Telecommunications Act 1997* was amended, enabling the Minister to appoint a numbering scheme manager to manage the numbering of carriage services in Australia, and the use of numbers in connection with the supply of such services. If there is no numbering scheme manager, the ACMA is responsible for the numbering of carriage services in Australia, and the use of numbers in connection with the supply of such services, and must make a Numbering Plan. [↑](#footnote-ref-3)
3. [How Australians make voice calls at home, ACMA Snapshot: October 2022](https://www.acma.gov.au/publications/2022-10/report/how-australians-make-voice-calls-home) [↑](#footnote-ref-4)
4. <https://www.accc.gov.au/system/files/communications-market-report-2022-23.pdf> [↑](#footnote-ref-5)
5. Communications Alliance submission, page 5. [↑](#footnote-ref-6)
6. Ibid. [↑](#footnote-ref-7)
7. Telstra submission, page 9. [↑](#footnote-ref-8)
8. TPG submission, page 14. [↑](#footnote-ref-9)
9. Twilio submission, page 11. [↑](#footnote-ref-10)
10. Commpete submission, page 3. [↑](#footnote-ref-11)
11. Pivotel submission, page 4. [↑](#footnote-ref-12)
12. <https://www.agriculture.gov.au/about/news/national-statement-climate-agriculture> [↑](#footnote-ref-13)
13. Telstra submission, page 7. [↑](#footnote-ref-14)
14. <https://www.mondaq.com/telecoms-mobile-cable-communications/1251466/numbering-range-for-machine-to-machine-services> [↑](#footnote-ref-15)
15. Telstra submission, page 7. [↑](#footnote-ref-16)
16. Services that are specified as ‘on network’ are only accessible on the CSP’s network. [↑](#footnote-ref-17)
17. Telstra submission, page 5. [↑](#footnote-ref-18)
18. An example of a service provided at a portable location is where an office worker has the same work number whether they are in their place of business or working from home. [↑](#footnote-ref-19)
19. Symbio submission, page 9. Twilio submission, page 25. [↑](#footnote-ref-20)
20. TPG submission, page 37. [↑](#footnote-ref-21)
21. In December 2020, the Minister for Communications, Cyber Safety and the Arts [declared that the NBN](https://www.infrastructure.gov.au/media-centre/publications/declaration-nbn-should-be-treated-built-and-fully-operational) should be treated as built and fully operational.  [↑](#footnote-ref-22)
22. Vocus submission, page 8. [↑](#footnote-ref-23)
23. Telstra submission, page 18. [↑](#footnote-ref-24)
24. Communications Alliance submission, page 18. [↑](#footnote-ref-25)