



ECC Recommendation (16)02

Extra-Territorial Use of E.164 Numbers
- High level principles of assignment and use

Approved 28 April 2016

INTRODUCTION

Technology and service innovation has transformed the electronic communications landscape in recent years and E.164 numbers are now being used in increasingly flexible ways. This flexibility extends to the use of E.164 numbers from one country (Country A) in another country (Country B) on a temporary basis (e.g. mobile roaming or short term nomadic use) or on a permanent basis. ECC Report 194 on Extra-territorial Use of E.164 numbers recognises that extra-territorial use of E.164 numbers offers advantages but also identifies disadvantages associated with the permanent use of these resources outside of the home country.

As extra-territorial use of E.164 numbers is not clearly addressed in national or international numbering policy there is a possibility that uncertainty regarding applicable assignment criteria and conditions of use has the potential to generate risks for the different stakeholders involved. These risks were identified in ECC Report 194 and include capacity exhaustion in existing numbering ranges, breaches of specific legal requirements (i.e. lawful interception, number portability and access to emergency services), confusion regarding applicable jurisdiction and, ultimately, consumer detriment.

Since the publication of ECC Report 194, the interest in and use of E.164 numbers extra-territorially has increased (for example, for M2M services and use by citizens staying abroad). However the need for transparency with this type of use remains important in order to ensure regulatory compliance and to respect national sovereignty.

National numbering plans within the CEPT area have developed over the years at different speeds and with a focus on different priorities depending on the needs of the national market. As a result, some countries still place considerable value on the geographic significance of numbers while others do not. Also depending on the size of the market and the demand for numbers, some countries have greater concerns regarding future capacity issues while others may not. As a result, the development of a common approach to extra-territorial use remains challenging and therefore requires careful consideration by CEPT member countries.

The purpose of this ECC Recommendation is to promote a common approach to the extra-territorial use of E.164 numbers based on high-level principles while leaving sufficient discretion regarding the detailed regulation to the relevant authorities at the national level and the possibility of bilateral agreements between countries. This approach will ensure that regulators and service providers will be aware of the intended use of the numbers and that consumers will be aware of the benefits and limitations of purchasing and using services based on E.164 numbers of a different country.

ECC RECOMMENDATION OF (16)02 ON EXTRA-TERRITORIAL USE OF E.164 NUMBERS

“The European Conference of Postal and Telecommunications Administrations,

considering

- a) the purpose of the national numbering plan is to serve the national market and this should remain in the long run, notwithstanding that other markets can be served as well;
- b) ITU-T Recommendation E.164 [1] which identifies a specific country (or countries with an integrated numbering plan) or a specific geographic area using 1-digit, 2-digit or 3-digit country codes (CC);
- c) national (significant) numbers provide unique identification of a subscriber or service irrespective of where the call is generated from within the country or geographic area characterised by a CC;
- d) that International Numbering Resources are available for global services as set out in ITU-T Recommendation E.164,1 [2] on Criteria and Procedures for the Reservation, Assignment and Reclamation of E.164 Country Codes and Associated Identification Codes (ICs). These numbering resources, which are not national numbering resources, represent an alternative to the extra-territorial use of national numbering resources in particular to meet customer requirements for the provision of connected devices across borders in compliance with national regulations. Furthermore, ITU-T Recommendation E.190 [3] already states that International Numbering Resources exist for, and should be assigned to, serve the needs of the telecommunications community for the evolution of services, the introduction of geographic and non-geographic applications, and changes in the national boundaries;
- e) the regulatory framework for electronic communications in place in the European Union [4];
- f) ECC Report 153 [5] and ECC Recommendation (11)03 on Numbering and Addressing for Machine-To-Machine (M2M) Communications which provide guidance on numbering solutions for M2M;
- g) the analysis, findings and conclusions of ECC Report 194 [6] on the Extra-territorial use of E.164 numbers;
- h) the extra-territorial use of national numbers for M2M services may provide added value to the global market without having significant negative effects;
- i) extra-territorial use of E.164 numbers based on bilateral agreements, such as existing arrangements between countries, principalities or territories (e.g. Italy, Vatican City and San Marino) where E.164 numbers are used extra-territorially, are outside of the scope of this Recommendation. However elements of this Recommendation may be relevant in such cases;
- j) that the use of an E.164 number in a foreign country on a temporary basis, either as a user of mobile roaming services or as a user of nomadic VoIP services, is not regarded as extra-territorial use in the context of this ECC Recommendation;
- h) the extra-territorial use of E.164 numbers shall not harm national public interests (e.g. security and law enforcement);
- i) that transparency regarding the use of numbers, whether nationally or extra-territorially, is fundamental to effective numbering plan management and CEPT will consider methods to improve transparency;
- j) national sovereignty shall be respected and the applicable laws and regulations of the involved countries shall be complied with at all times. (e.g. authorization regime, consumer protection and privacy laws).

recommends

1. that CEPT Administrations should, as a general principle, only assign and only permit the use of E.164 numbers belonging to their national numbering plans for the provision of services inside their own territory.
2. that where an exception to the general principle above is being considered, CEPT administrations should ensure that the following specific principles are met regarding the extra-territorial use of E.164 numbers:
 - a. there should be a clear and evident net benefit to the citizens, customers (including business customers) and service providers of the country providing the numbers for extra-territorial use, as assessed by the administration of this country; and
 - b. there should be no net negative effect to the citizens, customers (including business customers) and service providers in the country where the numbers will be used, as assessed by the administration of this country, either as parties using the numbers or as parties calling the numbers.
3. that information regarding in which countries and for what type of services the numbers are used/intended to be used should be provided by the assignee/applicant.
4. that in cases where problems arise the involved CEPT administrations should cooperate in order to ensure that the principles identified in this Recommendation are respected.

ANNEX 1: LIST OF REFERENCES

- [1] ITU-T Recommendation E.164: (11/2010)
- [2] ITU-T Recommendation E.164.1: (09/2008)
- [3] ITU-T Recommendation E.190: (1997) Amd.1 (11/2009)
- [4] Directive 2009/140/EC of the European Parliament and of The Council of 25 November 2009 amending Directives 2002/21/EC on a common regulatory framework for electronic communications networks and services, 2002/19/EC on access to, and interconnection of, electronic communications networks and associated facilities, and 2002/20/EC on the authorization of electronic communications networks and services.
- [5] ECC Report 153 "Numbering and Addressing in Machine-to-Machine (M2M) Communications"
ECC Recommendation (11)03 "Numbering and Addressing for Machine-To-Machine (M2M) Communications"
- [6] ECC Report 194 "Extra-Territorial Use of E.164 Numbers"