



## Case T-036

Calling Line Identity (CLI) facilities:  
proposed telecommunications  
licence review and potential for  
limiting telephone-based fraud

## Call for information

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## 1 Introduction / executive summary

- 1.1 The Jersey Competition Regulatory Authority (the Authority) regulates the telecommunications sector in Jersey to ensure islanders have access to fair, competitive and secure telecommunications services. This means monitoring development of telecommunications systems and technology and assessing whether changes or advancements may benefit or harm islanders. As a result, the Authority may consider amending the licences issued to operators to include appropriate enabling or restrictive conditions from time-to-time, or issuing relevant directions or guidelines.
- 1.2 Calling Line Identity (CLI) facilities enable the telephone number of a person making a call to be displayed to the recipient of the call. Call recipients have the ability to identify the person or organisation calling them, and to make informed decisions about how to handle incoming calls. This provides important protection against telephone-based fraud, allowing consumers to make informed decisions on whether to answer or reject a call.
- 1.3 As a result of technology changes potentially affecting the provision of CLI, the Authority is proposing to review, clarify and establish expectations for CLI facilities, which may include amending existing operator licence conditions. This Call for Information seeks views on whether the Authority should carry out this review or not and the appropriateness of amending licence conditions.
- 1.4 The Authority may also take further steps to limit CLI-based fraud. Ofcom, the UK telecommunications regulator, has introduced a centralised system for blocking telephone numbers potentially associated with fraudulent activity. This Call for Information seeks views on whether the same or a similar solution is appropriate for Jersey.
- 1.5 Respondents are asked to comment on:

Question 1: Do you have any comments on the Authority's plan to review, clarify and establish expectations for the use of CLI facilities in Jersey?

Question 2: Do you agree the Authority should consider amending operator licences to include conditions covering the provision of CLI facilities?

Question 3: Do you have any comments on the importance or otherwise of protecting islanders from telephone-based fraud as far as practically possible?

Question 4: Do you agree the Authority should pursue introducing a centralised CLI-fraud mitigation system.

- 1.6 The Call for Information remains open until 5.00 pm on 24 September 2021 following which the Authority will review responses and may publish a Draft Decision proposing next steps. Submissions can be sent by email to [info@jcra.je](mailto:info@jcra.je). The Authority will publish responses received on its website.

## 2 Legal background and regulatory framework

- 2.1 The Telecommunications (Jersey) Law 2002 (the Law) requires the Authority to carry out its functions in such manner as it considers is best calculated to ensure that (so far as is reasonably practicable) telecommunication services are provided, both within Jersey and between Jersey and the rest of the world, as satisfy all current and prospective demands for them.
- 2.2 The Law prohibits anyone using a telecommunications system for the purpose of causing annoyance, inconvenience or needless anxiety to another, and sending a message that the person knows to be false.
- 2.3 The Authority has granted Class II and Class III telecommunications licences with specific conditions applicable to licensees providing telecommunications services in Jersey. Article 18 of the Law allows the JCRA to modify any condition contained in a licence, which includes inserting a new condition, as well as amending or deleting an existing condition.

## 3 CLI Facilities and fraud prevention

- 3.1 This section sets out background and context to this Call for Information and contains related questions the Authority welcomes views on.

### CLI Facilities

- 3.2 CLI facilities enable the telephone number of a person making a call to be displayed to the recipient of the call. This gives call recipients the ability to identify the person or organisation calling them, and to make informed decisions about how to handle incoming calls. CLI facilities also assist regulators and enforcement bodies with the identification, tracing and prevention of unwanted nuisance calls, which can cause significant annoyance and, in some cases, distress for consumers.
- 3.3 CLI consists of two numbering elements:

Network number	The number identifying the underlying source of the call - i.e. the number directly associated with the originating telephone line or service.
Presentation number	An alternative number inserted by a telecoms operator or system that may be displayed to the call recipient.

- 3.4 Both numbers are visible to network operators, which should pass them between each other through appropriate interconnect and transit arrangements. In many cases, the network and presentation number are the same.
- 3.5 There are legitimate reasons to insert a different presentation number, by an organisation wanting to transmit the direct-dial numbers of internal extensions, for example, or by a company assigned to make legitimate calls on behalf of other organisations.
- 3.6 There are equally incidents of non-legitimate use, however, when false presentation numbers are used to persuade recipients they are being called by an apparently valid organisation. The increasing use and capability of Voice Over Internet Protocol (VoIP) and related technology potentially helps enable this type of activity.

- 3.7 Recognising the long-established and important benefits CLI facilities provide, and the increasing potential for either unintentional or intentional misuse of CLI, the Authority plans to review, clarify and establish expectations for CLI facilities.

Question 1: Do you have any comments on the Authority's plan to review, clarify and establish expectations for the use of CLI facilities in Jersey?

- 3.8 The existing operator licenses do not contain any reference to CLI facilities. The review may lead to proposals to amend licences to include specific reference to the provision of CLI facilities in Jersey.

Question 2: Do you agree the Authority should consider amending operator licences to include conditions covering the provision of CLI facilities? If not please set out your reasons why and propose any alternative approaches you believe the Authority should take.

### CLI-fraud prevention systems

- 3.9 The Authority believes islanders should be protected from telephone-based fraud as far as practically possible.

Question 3: Do you have any comments on the importance or otherwise of protecting islanders from telephone-based fraud as far as practically possible?

- 3.10 In the UK, a joint initiative<sup>1</sup> between the Information Commissioner's Office (ICO) and Ofcom has resulted in an action plan to tackle harm caused by nuisance calls and messages. One area of focus has been working with telecom companies to improve how they disrupt and prevent nuisance calls. This has resulted in a 'Do Not Originate' (DNO) list containing numbers that should be blocked to prevent their use for fraudulent or scam calls.

- 3.11 Scammers can hide their identity or mimic the number of a real company by using technology to change their CLI – a practice called 'spoofing'. They will often choose numbers of trusted organisations, such as banks or government departments, to deceive called people into providing personal or confidential information. The Ofcom DNO list contains numbers contributed by banks and other organisations that should never be used for outgoing calls. These are shared with telecommunications operators with a request to block if detected within their networks.

- 3.12 The DNO list is not foolproof – it relies on the active participation of organisations with numbers that may be spoofed and the ability of operators to detect and block numbers within their networks. Advancing technology also provide scammers with the potential for more sophisticated spoofing options.

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<sup>1</sup> <https://www.ofcom.org.uk/about-ofcom/latest/media/media-releases/2013/ico-ofcom-action-plan-nuisance-calls>

- 3.13 Ofcom has offered to share its DNO list with Jersey operators and potentially extend to include local numbers. The JCRA intends exploring this opportunity with Ofcom and local stakeholders.

Question 4: Do you agree the Authority should pursue introducing a centralised CLI-fraud mitigation system. If not please set out your reasons why and propose any alternative approaches you believe the Authority should take.

## 4 Next steps

- 4.1 The Authority invites written views and comments on the issues and questions raised in this document. All responses to this Call for Information should be submitted in writing, clearly marked 'T-036 CLI Review', and received by the Authority before 5.00 pm on 24 September 2021. Submissions can be sent by email to [info@jcra.je](mailto:info@jcra.je) or alternatively in writing to:

Jersey Competition and Regulatory Authority  
2nd Floor Salisbury House  
1-9 Union Street  
St Helier  
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JE2 3RF

- 4.2 It would be helpful if any response includes direct answers to the questions asked in this document. It would also help if you can explain why you hold your views and how the Authority's proposals would impact on you, supported by any quantitative or qualitative evidence that you hold.
- 4.3 In accordance with Authority policy, non-confidential responses to the consultation may be made available on its website ([www.jcra.je](http://www.jcra.je)). Any material that is confidential should be put in a separate annex and clearly marked as such.
- 4.4 Once this Call for Information has closed, the Authority will review responses and may publish a Draft Decision proposing next steps, with an opportunity for further public comment before a final decision is taken, notified and implemented.