



T-151 spectrum allocation of the 800- 2600 MHz bands

Spectrum allocation framework and application process

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1 Overview and summary

- 1.1 The Jersey Competition Regulatory Authority (the **JCRA**) is responsible for assessing demand for and interest in local spectrum before recommending allocations and licensing by the UK communications regulator Ofcom, which has legal responsibility for managing the Island's spectrum.
- 1.2 Following industry and market engagement, the JCRA has developed a Spectrum Strategy that sets out its approach to local spectrum over the coming years. A key area of focus is the 800–2600 MHz range, which is typically used for public mobile services. Sure's acquisition of Airtel in 2024 will result in the release of several spectrum blocks within these bands. These, together with historically unlicensed blocks in the same range, are now available, or will shortly become available, for allocation. Following consultation, the JCRA has decided to offer Jersey's two remaining Full Service Providers – JT (Jersey) Limited (**JT**) and Sure (Jersey) Limited (**Sure**) – the opportunity to apply for these blocks.
- 1.3 This document introduces the proposed three-stage framework allowing JT and Sure to apply for and receive additional spectrum. This includes the opportunity for spectrum transfer between the providers, to create the most efficient spectrum arrangements.
- 1.4 It also describes the first stage of the framework in detail. This is the structured process the JCRA will use to allow applications for available spectrum and the terms and conditions associated with receiving recommendations for award by Ofcom.

2 Introduction and background

2.1 This section introduces, outlines and contextualises the spectrum application process. It contains the following subsections:

- Purpose of document
- Background
- Legal framework
- Next steps and timetable

Purpose of document

2.2 Radio spectrum is an important and valuable resource used to connect wireless devices to the networks of telecoms providers. While it may not be visible, spectrum enables the connections that Islanders and local organisations rely on every day – supporting everything from business operations and public services to entertainment and leisure.

2.3 The Wireless Telegraphy Act 2006 (the **WTA**),¹ extended to Jersey, gives UK communications regulator Ofcom legal responsibility for licensing and managing the Island’s spectrum. Under agreed arrangements, Ofcom expects the JCRA to assess local demand, manage the application process and make licensing recommendations.

2.4 This document explains a spectrum allocation framework the JCRA is planning for certain blocks of spectrum in bands between 800 MHz and 2600 MHz. This aligns with a decision contained in the JCRA’s recently developed Spectrum Strategy.² The process will allow the Island’s two Full Service Network providers³, JT and Sure, to apply for the available spectrum and potentially receive subject to Ofcom’s spectrum licensing process.

Background

2.5 Decisions on spectrum licence recommendations or management should ideally take place within a wider strategic framework which can help ensure long-term transparency and consistency, and which takes relevant influencing factors into account. The purpose of developing the Spectrum Strategy was to create a holistic framework within which the JCRA could carry out specific spectrum designation and licencing activities to take place during the next five years.

¹ UK Government: Wireless Telegraphy Act – see [here](#) for more information.

² JCRA: T-105 Spectrum Strategy – see [here](#) for more information.

³ Defined in the Spectrum Strategy as being an Island-wide wireless network providing services intended for general public use

2.6 Among the areas considered by the Spectrum Strategy was how to approach allocating certain spectrum bands below 3.8 MHz, which have been traditionally used for providing 2G/3G/4G mobile services. The spectrum blocks available comprise two sources:

- (a) those currently licensed to Airtel (Jersey) Limited (**Airtel**), but being released following a commitment by Sure made during its acquisition of Airtel;⁴ and
- (b) those that have not been licensed in the past.

2.7 Analysis of information received through or considered during a Spectrum Strategy Call for Information⁵ led to provisional decisions on the JCRA's approach to licensing these spectrum blocks in the Draft Spectrum Strategy, which was confirmed following consultation.

Decision 1

The JCRA will make spectrum in the 2G/3G/4G bands being released following Sure's acquisition of Airtel available to existing licensed Full Service Network providers (JT and Sure) through a defined application and assessment process that seeks to maximise benefits for Islanders. The specific process arrangements and conditions will be issued alongside the Final Spectrum Strategy, but applicants will be expected to provide a business case that demonstrates benefits, to include commitments in the following areas:

- (a) Providing sustainable MVNO access to new or existing licenced telecoms providers;
- (b) Providing assured, measurable commitments to demonstrably improve service coverage and quality within the Island;
- (c) Illustrate how the allocation of additional spectrum can reduce the need for extensive physical network infrastructure, thereby limiting the proliferation of new masts; and
- (d) Committing to return any subsequently unused spectrum for reallocation by the JCRA.

Applicants will further agree to cooperate in a structured and timely re-farming process aimed at efficiently reallocating currently licensed spectrum in the 2G/3G/4G bands between 800 MHz and 2600 MHz and agree to pay any reasonable fixed administrative costs associated with the application and re-farming processes.

Decision 2

The JCRA intends prioritising any historically unlicensed spectrum blocks between 800 MHz and 2600 MHz for use by existing Full Service Network providers.

Box 1: JCRA Spectrum Strategy decisions relating to the 2G/3G/4G bands

⁴ JCRA: C-042 Decision, Proposed acquisition of Jersey Airtel Limited by Sure (Guernsey) Limited – see [here](#) (Section 9) for more information.

⁵ JCRA: T-105 Spectrum Strategy, Draft Spectrum Strategy – see [here](#) for more information.

2.8 Implementing these decisions requires the execution and coordination of related initiatives to allow providers to apply, to potentially improve allocations through exchanging spectrum and to

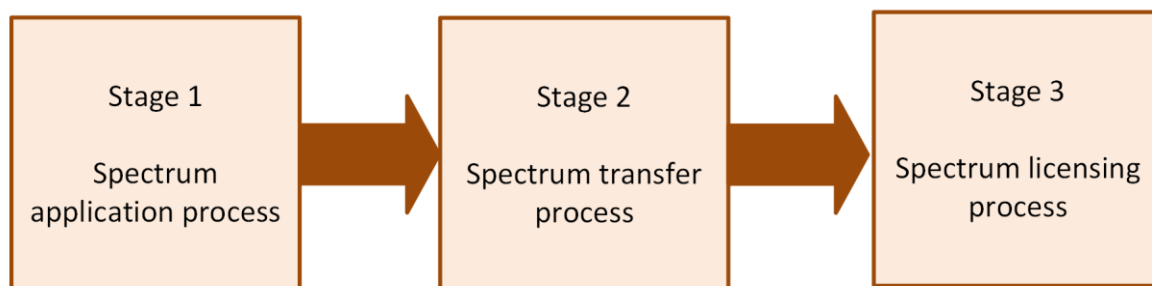


Figure 1: Staged spectrum allocation process

formalise through licensing arrangements with Ofcom. The JCRA has devised a three-stage process to achieve, as shown in Figure 1 (below) and explained more fully in Paragraph 3.6 (below).

2.9 This document addresses Stage 1, the spectrum application process.

Legal and licensing requirements

Spectrum licensing

2.10 Telecoms providers operating a wireless telecoms network in Jersey require two licences:

- (a) A valid telecoms licence issued by the JCRA under the Telecommunications (Jersey) Law 2002 (**Telecoms Law**) allowing the provision of telecoms services in the Island; and
- (b) A valid spectrum licence issued by Ofcom under the WTA allowing the use of specific spectrum bands.

2.11 The WTA provides Ofcom powers for the ‘granting, revocation and variation of wireless telegraphy licences’.

2.12 Although the JCRA has no statutory powers in relation to issuing spectrum licences, under Article 22 of the Telecoms Law it is able to cooperate with Ofcom, which includes recommending the issue of spectrum licences to local companies. Under agreement, Ofcom expects the JCRA to make recommendations after following an appropriate consultation and assessment process to underpin and justify any decisions and subsequent recommendations that are made.

The duties of the JCRA

2.13 When carrying out its duties, the JCRA must act in accordance with its statutory obligations which include a primary duty to ensure that telecommunication services are provided within Jersey to satisfy all current and prospective demands for them. Part 3 of the Telecoms Law includes several specific duties including:

- (a) To protect the short-term and long-term interests of Islanders using telecoms services; and
- (b) To further the economic interests of Jersey.

2.14 The JCRA places particular weight on points (a) and (b) in paragraph 2.13 (above) in respect of this document and the proposals and plans contained, interpreting the former as an obligation to ensure that the maximum number of Islanders and local organisations have access to mobile services that meet their leisure and work needs; and the latter as an obligation to ensure Jersey has future mobile services that are comparable with or better than other potentially relevant jurisdictions.

3 Spectrum blocks in scope and proposed allocation framework

3.1 This section identifies the spectrum blocks available for allocation and outlines the JCRA’s proposed three-stage framework through which existing Full Service Network providers may apply for and obtain – subject to Ofcom’s spectrum licensing process—access to them. It includes the following subsections:

- Spectrum bands in scope
- Overarching spectrum allocation framework
- Stage 1: Spectrum application process principles
- Stage 2: Spectrum transfer process principles
- Stage 3: spectrum licensing principles
- Next steps and timetable

Spectrum bands in scope

3.2 The low- and mid-band mobile spectrum between 800 MHz and 2600 MHz includes the 800, 900, 1400, 1800, 1900, 2100 and 2600 MHz bands commonly licensed to mobile network operators for nationwide coverage and capacity. In the UK and Jersey, these bands have been progressively made available and licensed for successive generations of mobile network technology – 2G/3G/4G. Recently, the bands have also been made available for reuse with new 5G networks in Jersey.

3.3 Annex A shows the current allocation of these bands to licensed providers in Jersey, which includes blocks licensed to Airtel but controlled by Sure since its acquisition of that company. It also shows currently unlicensed blocks that could be awarded to the existing Full Service Network providers.

3.4 Based on this, the JCRA is making the spectrum blocks shown in Table 2 (below) available for potential allocation to JT and Sure, subject to the defined application process and the necessary spectrum licence issued by Ofcom.

Spectrum band	Total spectrum available	Specific frequency blocks
800 MHz	2 x 10 MHz	811-821 / 852-862 MHz
900 MHz	2 x 10 MHz	880-890 / 925-935 MHz

Spectrum band	Total spectrum available	Specific frequency blocks
1400 MHz	65 MHz	1452-1517 MHz
1800 MHz	2 x 20 MHz	1730-1750 / 1825-1845 MHz
	2 x 15 MHz	1770-1785 / 1865-1880 MHz
1900 MHz	10 MHz	1900-1910 MHz
2100 MHz	2 x 5 MHz	1920.3-1925.3 / 2110.3-2115.3 MHz
	2 x 14.8 MHz	1925.3-1940.1 / 2115.3-2130.1 MHz
	2 x 10 MHz	1969.7-1979.7 / 2159.7-2169.7 MHz
2600 MHz	2 x 20 MHz	2540-2560 / 2620-2640 MHz
	2 x 15 MHz	2560-2570 / 2680-2690 MHz

Table 1: spectrum blocks available for application – those highlighted in yellow are currently unlicensed, those in green licensed to Airtel

Proposed spectrum allocation framework

3.5 The overall aim of the proposed spectrum allocation framework is to ensure that available spectrum is effectively licensed for the benefit of Islanders and local organisations. The JCRA believes this is best achieved through the efficient allocation of spectrum between the existing Full Service Network providers, which potentially involves transferring blocks between JT and Sure to create contiguous allocations.

3.6 To achieve this, the JCRA proposes to operate a three-stage framework, as shown in Box 2 (below):

Stage 1: spectrum application process	A JCRA defined process allowing application for available spectrum including acceptance of associated terms and conditions, assessment of applications received, and agreement to award spectrum subject to the Ofcom licensing process.
Stage 2: spectrum transfer process	A JCRA facilitated process allowing successful applicants to discuss and propose the most efficient and equal allocation of the 800-2600 MHz spectrum – both blocks applied for and existing licensed allocations.

Stage 3: spectrum licensing process

A JCRA-led process through which successful applications are recommended to Ofcom for the necessary spectrum licensing activity and changes made to local telecoms licences to accommodate new conditions.

Box 2: proposed three stage spectrum allocation framework

3.7 The framework will also take possible deviations from the anticipated outcomes of the stages into account – an unsuccessful application process, for example, or failure to conclude a suitable transfer process. These outcomes are considered within the following subsections.

Stage 1: Spectrum application process principles

3.8 The JCRA is making all spectrum blocks listed in Table 2 (above) available to existing Full Service Network providers, although applicants may choose to request only a subset of the available spectrum.

3.9 A principle of equivalence will apply: no provider may apply for, or be awarded, more than 50% of the available spectrum in any given band.

3.10 A defined and structured application process – set out in Annex B – is intended to ensure that the JCRA’s strategic aims and Ofcom’s legal duties under the WTA are met. At the conclusion of this process, the JCRA will notify participants of the outcome.

3.11 Applicants must submit a clear business case for any spectrum requested, supported by a methodology demonstrating how they will deliver against that case.

3.12 Applicants must accept binding conditions associated with the award of additional spectrum. These conditions will be incorporated into the relevant telecoms licences following an award.

3.13 Any spectrum blocks not requested or awarded through this process will remain available for future allocation using the same application process described in Annex B. While the JCRA’s strategic position is that spectrum in the 800–2600 MHz bands should be made available to Full Service Network providers, it will consider applications from other existing or potential new providers.

Stage 2: Spectrum transfer process principles

3.14 Applicants must commit to participating in a second-stage process intended to facilitate the transfer of spectrum between the two existing Full Service Network providers. The purpose of this process is to create contiguous allocations, which the JCRA considers the most efficient configuration.

- 3.15 If two applicants are successful at Stage 1, the JCRA will define the scope and parameters of a process through which the providers will discuss and agree an optimal arrangement for transferring spectrum between them to achieve the most efficient overall allocation.
- 3.16 The providers will have a predetermined period in which to conclude discussions and submit proposals to the JCRA. These proposals must adhere to the principle of equivalence – meaning neither provider should gain a spectrum advantage over the other. The JCRA reserves the right to reject proposals or require amendments where necessary to uphold this principle.
- 3.17 If Stage 2 does not result in an agreement between the Full Service Network providers, or if the JCRA does not approve the proposed arrangement, the JCRA will conclude the spectrum application process by making allocation recommendations to Ofcom based on the outcome of Stage 1 of the framework. A future spectrum transfer process may be reconsidered if jointly requested by both providers.
- 3.18 If only one applicant is successful at Stage 1, the JCRA will support a process enabling the rearrangement of that provider’s existing and newly awarded spectrum blocks to optimise the allocation.

Stage 3: spectrum licensing process principles

- 3.19 Subject to the completion of the Stage 2 spectrum transfer process, the JCRA will make recommendations to Ofcom to award the spectrum allocated through the application process and to implement any agreed transfers, including the associated modifications to telecoms licences. The award will go ahead subject to Ofcom’s spectrum licensing process.
- 3.20 The JCRA will also issue a statutory Initial Notice modifying telecoms licences to confirm the spectrum allocations and setting out the conditions agreed through the application process. Subject to any representations received, a statutory Final Notice will conclude this process.
- 3.21 In some cases, the timetable for issuing final licences will depend on Sure’s schedule for releasing spectrum blocks currently licensed to Airtel, in line with the expectations established during Sure’s acquisition of Airtel.

4 Next steps and timetable

- 4.1 The JCRA intends starting Stage 1 of the spectrum allocation framework immediately on publishing its Spectrum Strategy. This process is described in Annex B of this document, including a detailed timetable.
- 4.2 Stage 2 and Stage 3 of the framework are intended to follow subsequently, as shown in Table 3 (below) and which may be subject to change.

Date	Activity
22 Apr 2026	Open spectrum application process
25 May 2026	Deadline for applications
17 Jun 2026	Confirm outcome of application process
21 Jul 2026	Complete spectrum transfer process
21 Aug 2026	Complete spectrum licensing process

Table 2: planned approach and timetable

Annex A: current allocation of the 800-2600 MHz bands in Jersey

Source: Ofcom (ofcom.org.uk/spectrum/frequencies/channel-islands-and-isle-of-man)

800 MHz band	791-801	801-811	811-821	832-842	842-852	852-862
	Sure (10 MHz)	JT (10 MHz)	Airtel (10 MHz)	Sure (10 MHz)	JT (10 MHz)	Airtel (10 MHz)
900 MHz band	880.0 - 890.0	890.0 - 900.0	900.0 - 915.0	925.0 - 935.0	935.0 - 945.0	945.0 - 960.0
	Airtel (10 MHz)	Sure (10 MHz)	JT (15 MHz)	Airtel (10 MHz)	Sure (10 MHz)	JT (15 MHz)
1400 MHz band	1452-1517					
	Spare (65 MHz)					
1800 MHz band	1710-1730	1730-1750	1750-1770	1770-1785		
	JT (20 MHz)	Airtel (20 MHz)	Sure (20 MHz)	Unlicensed (15 MHz)		
	1805-1825	1825-1845	1845-1865	1865-1880		
	JT (20 MHz)	Airtel (20 MHz)	Sure (20 MHz)	Unlicensed (15 MHz)		
1900 MHz band	1900-1910	1910-1915	1915-1920			
	Spare (10 MHz)	JT (5 MHz)	Sure (5 MHz)			
2100 MHz band	1920.3-1925.3	1925.3 - 1940.1	1940.1 - 1954.9	1954.9 - 1969.7	1969.7 - 1979.7	
	Unlicensed (5 MHz)	Airtel (14.8 MHz)	JT (14.8 MHz)	Sure (14.8 MHz)	Unlicensed (10 MHz)	
	2110.3-2115.3	2115.3 - 2130.1	2130.1 - 2144.9	2144.9 - 2159.7	2159.7 - 2169.7	
	Unlicensed (5 MHz)	Airtel (14.8 MHz)	JT (14.8 MHz)	Sure (14.8 MHz)	Unlicensed (10 MHz)	
2600 MHz band	2500- 2520	2520- 2520	2540-2560	2560-2570		
	Sure (20 MHz)	JT (20 MHz)	Airtel (20 MHz)	Unlicensed (10 MHz)		
	2620-2640	2640-2660	2660-2680	2680-2690		
	Sure (20 MHz)	JT (20 MHz)	Airtel (20 MHz)	Unlicensed (15 MHz)		

Annex B: 800 – 2600 MHz spectrum award - application process

1 Introduction

- 1.1 The JCRA is inviting applications from existing Full Service Network providers⁶ (JT (Jersey) Limited and Sure (Sure (Jersey) Limited) for certain spectrum blocks available or becoming available in the bands 800-2600 MHz. This process explains how to submit applications for the available spectrum, the terms and conditions associated with any award and the process used to assess applications and notify applicants.
- 1.2 This application is the first part of a three-stage spectrum allocation framework designed to accommodate a potential transfer of spectrum blocks between applicants before final spectrum licensing takes place. This full process is summarised in Box 1 (below):

Stage 1: application	A JCRA defined process allowing application for available spectrum including acceptance of associated terms and conditions, assessment of applications received, and agreement to award spectrum subject to the Ofcom licensing process.
Stage 2: transfer	A JCRA facilitated process allowing successful applicants to discuss and propose the most efficient and equal allocation of the 800-2600 MHz spectrum—both blocks applied for and existing licensed allocations.
Stage 3: licensing	A JCRA-led process through which successful applications are recommended to Ofcom for the necessary spectrum licensing activity and changes made to local telecoms licences to accommodate new conditions.

Box 1: proposed three stage spectrum allocation framework

- 1.3 Applicants should be aware that under the WTA, Ofcom will only issue or modify a spectrum licence if it is satisfied the JCRA’s chosen approach and process is compatible with Ofcom’s legal duties.

2 Spectrum blocks available

- 2.1 Through its recently developed Spectrum Strategy, the JCRA has decided to make spectrum blocks in the 800-2600 MHz bands shown in Table 2 (below) available for application:

⁶ Defined by the JCRA as being a licensed provider operating an Island-wide wireless network providing services intended for general public use Mobile services used by consumers and organisations.

Spectrum band	Total spectrum available	Specific frequency blocks	Total spectrum (MHz) ⁷
800 MHz	2 x 10 MHz	811-821 / 852-862 MHz	20
900 MHz	2 x 10 MHz	880-890 / 925-935 MHz	20
1400 MHz	65 MHz	1452-1517 MHz	65
1800 MHz	2 x 20 MHz	1730-1750 / 1825-1845 MHz	40
	2 x 15 MHz	1770-1785 / 1865-1880 MHz	30
1900 MHz	10 MHz	1900-1910 MHz	10
2100 MHz	2 x 5 MHz	1920.3-1925.3 / 2110.3-2115.3 MHz	10
	2 x 14.8 MHz	1925.3-1940.1 / 2115.3-2130.1 MHz	29.6
	2 x 10 MHz	1969.7-1979.7 / 2159.7-2169.7 MHz	20
2600 MHz	2 x 20 MHz	2540-2560 / 2620-2640 MHz	40
	2 x 15 MHz	2560-2570 / 2680-2690 MHz	30
Total spectrum:			315

Table 1: spectrum blocks available for application – those highlighted in yellow are unlicensed, those in green currently licensed to Airtel but being released following its acquisition by Sure

2.2 Applicants can request an allocation from all or any of the available blocks, up to a maximum of 50% of available spectrum, and express a preference for specific frequencies if relevant at this stage.

3 Licensing requirements

3.1 Applicants must hold two licences to receive additional spectrum:

- (a) A valid JCRA-issued telecoms licence permitting the provision of services in Jersey; and
- (b) A valid Ofcom WTA Licence for the relevant spectrum bands described in section 2.1.

⁷ The total spectrum is blocks for both uplink and downlink.

- 3.2 Under existing arrangements, the JCRA will assess local spectrum demand, run any allocation process, and then recommend successful applicants to Ofcom for the issue of WTA Licences once required fees are paid.
- 3.3 Although the JCRA runs this application process, applicants must still obtain a WTA Licence from Ofcom to use any allocated spectrum. Successful applicants will receive a JCRA recommendation to Ofcom for their assigned block.
- 3.4 If Ofcom is satisfied that the JCRA’s recommendation aligns with its statutory duties, it may issue a WTA Licence. These licences will mirror those for other public wireless networks in Jersey and will include technical parameters and terms. Applicants must pay any Ofcom-set fees.
- 3.5 The JCRA will support successful applicants in seeking a WTA Licence but cannot guarantee Ofcom will issue one or accept responsibility for delays or difficulties. Applicants must comply with any Ofcom technical requirements, including frequency-sharing arrangements, cross-jurisdiction coordination, and offshore-use limitations.
- 3.6 WTA Licences remain in force unless revoked under their conditions. JCRA-issued Jersey Licences are time-limited, and successful applicants may request renewal for a further 15 years following an additional spectrum award.

4 Application process timetable

- 4.1 The JCRA will follow the application, assessment and award process and timetable shown below:

Stage 1	Timetable	Activity
1	22 Apr	Application process opens with invitation to request an application form and pay application fee.
2	22 Apr-6 May	Applicants have an opportunity to submit and receive responses to appropriate clarification questions.
3	25 May	Application submission deadline.
4	26 May-16 Jun	The JCRA carries out an assessment of application submissions to determine suitability or otherwise.
5	17 Jun	Notification of application process outcome.

Table 2: application process timetable

- 4.2 Applicants should be aware that this timetable may have to change in view of unexpected circumstances, which will be communicated to those taking part in the application process.

5 Application process terms and conditions

- 5.1 As stated in the JCRA's Spectrum Strategy,⁸ the application process is only open to existing licensed Full Service Network Providers – JT and Sure – which must use a Spectrum Application Document provided by the JCRA on request.⁹
- 5.2 When submitting their Spectrum Application Document, Applicants must pay a non-refundable fee of £15,000 to the JCRA, which is being charged to recover reasonably allocated administrative costs that are associated with the application process.¹⁰
- 5.3 Applicants agree to take part in the whole spectrum allocation framework – application, transfer, licensing – in good faith.
- 5.4 In return for receiving spectrum under the application process, Applicants will need to accept the following requirements, which will be appended as conditions to their telecoms licence.¹¹

Requirement 1 *The Licensee shall, within 18 months of the effective date of the additional spectrum assignment, provide evidence to the JCRA showing how the spectrum has been deployed and the resulting improvements in network coverage, capacity and service quality. The JCRA may require independent verification of the data submitted.*

Requirement 2 *The Licensee shall, within 18 months of the effective date of the additional spectrum assignment, provide evidence to the JCRA showing how the deployment of the additional spectrum has contributed to reduced environmental impact, including but not limited to improvements in energy efficiency, reduced emissions and more efficient use of network infrastructure. The JCRA may require independent verification of the data submitted.*

Requirement 3 *The Licensee commits to negotiating in good faith with any potential mobile virtual network operator for access to its mobile networks or to facilitate the establishment of a mobile virtual network operator using the mobile network of another Jersey licensed network operator and agree that any dispute arising from such negotiations may be referred to the JCRA for final determination.*

Requirement 4 *The Licensee must make effective use of the assigned spectrum within 18 months of receiving the licensed spectrum from Ofcom. If the Licensee fails*

⁸ JCRA: Spectrum Strategy – see here for more information.

⁹ The JCRA will open the process and invite applications.

¹⁰ The JCRA will provide payment details on request.

¹¹ These conditions will replace Schedule B of existing telecoms licences.

to achieve and maintain substantial and continuous use of the spectrum, the JCRA may, at its discretion, make a recommendation to Ofcom to revoke or modify the associated licensed spectrum.

5.5 Once accepted, the requirements set out in Paragraph 5.4 (above) will be given legal effect by incorporation in licences and will be enforceable by the JCRA. Any breach may be subject to formal investigation, determination and direction, and the JCRA may apply the methodology in Box 2 (below) to assess any resulting penalty.

Determining the amount of penalty

The JCRA has awarded additional spectrum in the 800-2600 MHz bands to [Provider] on condition that it results in benefits for Islanders and local organisations through:

- a) Improvements in network coverage, capacity and service quality;
- b) Reduced environmental impact; and
- c) The enabling of potential MVNOs.

If, following a structured regulatory investigation, the JCRA determines that any of these benefits have not been delivered, the JCRA may require the [Provider] to pay a sum calculated as follows:

A. Spectrum awarded	x	B. Nominal value per MHz	=	C. Financial penalty
# MHz	x	£636	=	A x B

Where:

- A is the amount of spectrum applied for by [the Provider] and subsequently awarded; and
- B is a nominal administrative valuation, calculated as £200,000¹² divided by the total spectrum available for application (315 MHz).¹³

Any sum paid shall be paid by the JCRA to the Treasurer of the States.

Security for payment

The [Provider] must enter into an irrevocable letter of credit with a suitable financial institution providing for the payment to the JCRA of any sum or sums set out above where the Authority certifies to the financial institution that it has made the determination and provides a statement of how it has calculated the quantum of the sum to be paid. This irrevocable letter of credit shall

¹² This figure is not intended to represent the market value of spectrum, but instead provides a simple, transparent and proportionate baseline for calculating penalties and related assessments.

¹³ The total spectrum available total allocations for both uplink and downlink.

provide for a notional maximum aggregate payment of [£100,000] and will expire 24 months after the award of the relevant spectrum.

The [Provider] may propose an alternative means of ensuring that sums are paid to the Authority.

Alternative to payment

Alternatively, the Provider may elect to adopt a consumer-redress approach in place of paying a financial sum. In this case, the Provider may propose an appropriate consumer-redress mechanism – such as issuing user credits – whose total value is at least twice the calculated financial sum.

Box 2: methodology for determining licence breach penalty or redress

6 Application contents

Part 1: applicant information and declaration

- Full applicant details.
- Confirmation of validity of information supplied in the application.
- Acceptance of application process terms and conditions.

Part 2: spectrum being applied for

- A statement of requested spectrum blocks and indication of any specific preferred frequencies within.

Part 3: business case

- Justification of application for additional spectrum, focused on the Requirement 1 and Requirement 2 explained in Paragraph 5.3 (above)

Requirement 1: coverage, capacity and service quality

Response 1a Applicants must explain how the requested additional spectrum will be deployed across their network. This explanation should clearly outline:

- *Planned deployment approach, including the technologies, sites and network elements that will utilise the additional spectrum.*
 - *Expected improvements in coverage, describing how the deployment will extend service availability or enhance signal quality for users in specific geographic areas or environments.*
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- *Expected improvements in capacity, explaining how the additional spectrum will support higher traffic volumes, reduce congestion and improve performance during peak usage periods.*
 - *Expected improvements in service quality, including anticipated enhancements to user experience such as faster data speeds, lower latency, improved reliability or better support for advanced services and applications.*

The response should be written from a user-centric perspective, demonstrating how end users will directly benefit from the proposed deployment.

Response 1b Applicants must describe the methodology that will be used to monitor, measure and validate the planned improvements arising from the deployment of the additional spectrum. The description should include:

- *Key performance indicators (KPIs) that will be tracked, such as coverage metrics, capacity utilisation, service availability, user-experienced data speeds, latency, call-drop rates or other relevant quality-of-service measures.*
- *Measurement techniques and tools, including drive tests, network analytics platforms, customer experience monitoring systems or any other technical methods used to capture performance data.*
- *Data collection frequency and reporting approach, outlining how often measurements will be taken, how results will be aggregated and how trends or improvements will be assessed over time.*
- *Baseline and comparison methodology, explaining how current performance levels will be established and how improvements will be quantified against those baselines.*
- *User-centric assessment methods, such as customer feedback mechanisms, surveys, complaint analysis or other indicators of perceived service quality.*
- *Governance and validation processes, including internal review procedures and any plans for third-party or independent verification of results.*

The explanation should demonstrate that the applicant has a robust, transparent and repeatable process to ensure that the expected improvements are objectively measured and can be clearly evidenced.

Response 1c Applicants must clearly identify the evidence they will provide to the JCRA to demonstrate that the expected improvements in coverage, capacity and service quality have been achieved following deployment of the additional spectrum. The submission should specify:

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- *Types of technical evidence, such as updated coverage maps, network performance reports, capacity utilisation statistics, drive-test results or user-experience metrics (e.g., throughput, latency, call-drop rates).*
 - *Comparative data, showing performance before and after deployment to substantiate measurable improvement against the stated objectives.*
 - *User-centric indicators, including customer satisfaction trends, complaint analysis, survey results or other measures that reflect the end-user experience.*
 - *Supporting documentation, such as engineering reports, internal audit findings or third-party assessments where applicable.*
 - *Format and structure of the evidence, including how it will be presented, summarised and explained to ensure clarity and transparency.*

The applicant's response should demonstrate that the evidence will be objective, verifiable and sufficient for the JCRA to assess whether the planned improvements have been delivered.

Requirement 2: minimise environmental impact

Response 2a Applicants must provide a detailed explanation of how the requested additional spectrum will contribute to a reduced environmental impact across their network operations. The explanation should address, at a minimum:

- *Energy efficiency gains, describing how the additional spectrum will enable more efficient radio technologies, improved spectral utilisation, reduced power consumption per unit of traffic or the retirement of less efficient legacy equipment.*
 - *Reduction in emissions, outlining how improved efficiency, network optimisation, or changes in infrastructure usage will lead to lower carbon emissions, including both direct emissions (e.g., energy use at sites) and indirect emissions (e.g., reduced need for additional physical infrastructure).*
 - *More efficient use of network infrastructure, explaining how the additional spectrum will support network consolidation, reduce the number of active sites required, extend the life of existing assets or minimise the need for new deployments.*
 - *Environmental benefits from improved performance, such as reduced congestion leading to lower energy draw or the ability to use advanced features (e.g., sleep modes, dynamic spectrum sharing) that optimise energy use.*
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- *Any additional sustainability outcomes, including contributions to corporate environmental targets, alignment with national or sector-wide sustainability goals or innovations that reduce environmental footprint.*

The applicant's response should clearly demonstrate how the proposed use of additional spectrum will deliver tangible measurable and sustainable environmental benefits.

Response 2b Applicants must describe in detail how they will demonstrate that the deployment of the additional spectrum has resulted in a reduced environmental impact across their network operations. The explanation should specify:

- *The evidence and metrics that will be used to show environmental improvement, such as reductions in energy consumption, lower emissions, improved spectral efficiency or decreased reliance on physical infrastructure.*
- *Measurement methods and tools, including how environmental performance data will be collected, monitored and validated over time.*
- *Baseline and comparison approach, outlining how current environmental performance will be established and how improvements will be quantified against that baseline.*
- *Reporting format and frequency, describing how results will be documented, summarised and presented to the JCRA.*
- *Any third-party or independent verification, where applicable, to support the credibility and objectivity of the evidence provided.*
- *User- or community-level environmental benefits, where relevant, such as reduced site proliferation or lower visual and noise impact.*

The applicant's response should demonstrate that they have a robust, transparent and measurable approach to evidencing the environmental benefits arising from the use of the additional spectrum.

Response 2c Applicants must clearly identify the evidence they will provide to the JCRA to demonstrate that the expected reduction in environmental impact across their network operations has been achieved following deployment of the additional spectrum. The submission should specify:

- *Quantitative environmental performance data, such as reductions in total energy consumption, improved energy efficiency per unit of traffic, lower carbon emissions or decreased reliance on physical infrastructure.*
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- *Comparative analysis, showing measurable improvements against established baselines, including before-and-after data that evidences the environmental benefits directly attributable to the additional spectrum.*
 - *Technical documentation, such as engineering reports, network optimisation analyses or performance assessments that substantiate the environmental gains.*
 - *Operational evidence, including changes in site utilisation, consolidation of equipment, reduced need for new installations or deployment of more efficient technologies enabled by the additional spectrum.*
 - *User- or community-level environmental indicators, where relevant, such as reduced visual impact, noise reduction or fewer new site builds.*
 - *Independent or third-party verification, where applicable, to support the credibility and objectivity of the evidence presented.*
 - *Format and presentation, outlining how the evidence will be structured, summarised and explained to ensure clarity and transparency for the JCRA.*

The applicant’s response should demonstrate that the evidence will be objective, verifiable and sufficient to confirm that the anticipated environmental improvements have been realised.

7 Application assessment and acceptance

7.1 Completed applications will be assessed by the JCRA using a structured process based on the following principles:

- **Fairness:** each application will receive equal, objective and consistent consideration;
- **Confidentiality:** applications are considered confidential and will be handled and stored securely and their contents will not be discussed with anyone outside the JCRA; and
- **Structured assessment:** applications can only be assessed against the criteria contained in this document, using only information supplied in the application and must be scored based on their performance using the scoring model included in this document.

7.2 Three members of the JCRA will independently assess each application and score the responses to each requirement using the following criteria:

Assessed level	Information	Awarded score
Excellent	Exceeds expectations – information is comprehensive, precise and exceptionally well-presented. Explanations are	4

Assessed level	Information	Awarded score
	insightful and logically structured, with ideas flowing seamlessly. The response is professionally articulated and a high standard throughout.	
Good	Fully meets expectations – Information is accurate, complete, clearly explained, well-organised and fully relevant. Ideas flow logically with strong supporting detail. The response meets all requirements with confidence and precision.	3
Adequate	Information is mostly accurate and relevant, covering key points with minor gaps. Clarity and organisation are acceptable, though explanations may lack depth or polish. Overall meets expectations but not consistently.	2
Limited	Information shows partial understanding but contains errors, missing details or unclear explanations. Relevance and structure are inconsistent. The response attempts the task but lacks depth, accuracy or coherence.	1
Deficient	Information is inaccurate, incomplete, unclear, or off-topic. Little understanding is demonstrated and the response lacks structure or supporting detail. Does not meaningfully address expectations.	0

Table 3: Application assessment framework

7.3 The JCRA will apply the following weighting to the score given against each requirement:

Requirement 1: coverage, capacity and service quality:	60%
Requirement 2: minimise environmental impact:	40%

7.4 Based on this framework and weighting, the maximum achievable weighted score is 12 – the JCRA expects providers to achieve a minimum of score of 8 for their application to be accepted.

8 Notification of application process outcome

8.1 The JCRA will notify applicants the results of the application process once complete. Notification will be in writing via email and include a summary of the evaluation process as it relates to the applicant.

8.2 Unsuccessful applicants can reapply using the same process explained in this Annex A, subject to paying a further administrative fee of £15,000.

9 Other relevant information relating to the application process

9.1 The JCRA reserves the right to supplement, suspend, terminate or otherwise alter this application process for reasons including but not limited to unexpected relevant internal or external factors occurring beyond the JCRA's reasonable control, or if instructed to do so on legal or other relevant grounds, or if there are factors associated with the process which in the JCRA's opinion prevent a full and informed comparison of tenders, or there are similarities in tenders, or evidence of collusion between applicants.

9.2 The JCRA does not accept any liability for any expenses arising in connection with the preparation and submission of the tender, nor the expenses arising in connection with all prior or later enquiries in relation to this application process.

9.3 The JCRA does not intend responding to any communications or provide any additional information relating to the application process other than through the permitted clarification questions.

9.4 Although every care has been taken in preparing this application process document, no representations, warranty or undertaking, expressed or implied, in respect of any error or misstatement, is or will be made or given, and no responsibility or liability will be accepted by the JCRA or by any of its officers, employees, servants, agents or advisers as to the accuracy or completeness of this document or any other written or oral information made available to any interested party or its advisers concerning this document and any liability howsoever arising (including in respect of this tender process) is expressly disclaimed. No information contained in this document shall form the basis for any warranty or representation by or term of any contract with the JCRA, which makes no representations and warranties in respect of the viability of the market or accuracy of the contents of this application process documentation so that applicants and potential applicant are responsible for their own verification and due diligence.

9.5 A successful application does not in itself confer any spectrum rights. It results only in a recommendation to Ofcom for the relevant spectrum licence, which Ofcom will issue subject to the satisfactory completion of its own statutory processes.