

GUIDANCE ON TRANSITION TO THE NEW LICENSING REGIME UNDER THE COMMUNICATIONS ACT, 2009

GUIDELINES - ECS 14/2009

1 SEPTEMBER 2009

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1 INTRODUCTION

1.1 What is the purpose of the guidelines?

The Comms Act came into force on 1 September, 2009 and repealed the substantive elements of the Broadcasting Act and Telecommunications Act. Any licence for the establishment, maintenance or operation of a network or carriage service or any use of radio spectrum which was in force immediately prior to the Comms Act coming into force (an "existing licence") will temporarily be converted to an individual licence under the Comms Act on 1 September, 2009 (a "temporary individual licence").

These guidelines apply to any operator that has a valid licence, permit or franchise granted under either the Telecommunications Act or the Broadcasting Act to establish, maintain or operate an electronic communications network or provide an electronic communications service (such an operator being an "existing licensee" and their licence being an "existing licence"). These guidelines are not applicable to persons who did not have a licence, permit or franchise under either the Telecommunications Act or the Broadcasting Act prior to the Comms Act coming into force.

Any person that has a licence issued under the Telecommunications Act or Broadcasting Act must be familiar with these guidelines to limit the risk of them having their licence revoked. If they do not submit a full details form and either an application for a licence or a notice of objection within the time specified, their licence will be revoked.

These guidelines outline the key features that are likely to be of interest to operators that are transitioning to the new licensing regime. They are not intended to be comprehensive restatements of operators' legal obligations under the Comms Act or any other legislation.

Operators should refer directly to the legislation and the conditions of their licences and, if necessary, seek legal advice.

1.2 The structure of the guidelines

Section 2 of these guidelines provides a short overview of the new licensing regime. Section 3 of these guidelines sets out the process for licensees to transition from the old licensing regime (established by the Telecommunications Act and Broadcasting Act) to the new licensing regime (established by the Communications Act).

1.3 Who to contact for additional information

For further assistance, please visit URCA's website at www.urcabahamas.bs. Alternatively, please contact URCA via email at info@urcabahamas.bs, via fax to (242) 323 7288 or in person at URCA's offices at Fourth Terrace East, Collins Avenue, Centreville, P.O. Box N-4860, Nassau, Bahamas.

2 INTRODUCTION TO THE LICENSING FRAMEWORK

The Comms Act repeals the substantive elements of the Telecommunications Act and parts of the Broadcasting Act. The Comms Act introduces a new licensing regime for the electronic communications sector. Licences issued under the repealed legislation will initially transition to and subsequently be replaced by new licences that will conform to the licensing principles set out in the Comms Act.

This section provides an introductory overview of the new licensing framework that is introduced by the Comms Act. This section covers: how networks and services (including spectrum) are licensed; what licences are available; and the key features of the licences. For further information on the new licensing regime, please refer to the Licensing Guidelines, which are available on URCA's website and at URCA's office.

As explained below, the licensing regime covers **operating licences** and **spectrum licences**. Although operating licences and spectrum licences are different, there are a number of common principles followed by URCA in relation to spectrum licences and operating licences (and, indeed, in many cases licensees will have both spectrum and operating licences). Therefore, throughout this document the term "licence" refers to both "operating licences" and "spectrum licences" unless expressly specified otherwise.

2.1 What is licensed?

URCA's powers under the Comms Act can be divided into two categories. First, URCA will have the power to licence certain activities (or deem them exempt from the licensing provisions). Second, URCA may regulate non-licensable activities through regulations and codes of practice or through the implementation of standards, such as technical standards.

Which activities are licensable?

URCA will either licence or exempt the establishment, maintenance and operation of a network or provision of a carriage service, including by use of any radio spectrum [s.16(1) CA].

A <u>carriage service</u> is any service consisting in whole or in part of the conveyance of signals by means of a network, except in so far as it is a content service, including the provision of ancillary services to the conveyance of signals and conditional access or other related services to enable a customer to access a content service [s.2 CA].

A <u>network</u> is, in summary, a transmission system for the conveyance of signals, including associated apparatus, equipment, facilities, software and stored data [see s.2 CA for a full definition].

Any person that undertakes a licensable activity in The Bahamas will require a licence unless the relevant activity is exempt. See section 2.4.3 below for further information on exemptions.

2.2 What is not licensed?

The definition of a carriage service excludes "content services" (although it includes the provision of ancillary services that enable a customer to access a content service). Therefore, the development of content, such as television programmes, will not be licensable *per se* but the distribution of television programmes through, for example, cable will be licensable.

Other non-licensable activities covered by the Comms Act include, amongst other things, type approval of communications equipment [s.83 CA] and the distribution of unsolicited messages [s.47 CA]. Although these activities are not licensed, URCA may issue codes of practice or regulations and take enforcement action for non-compliance. Non-licensable activities are not considered further within this guidance note.

Certain equipment and equipment operators, such as marine radio telephone operators and aeronautical telephone operators, which were licensed under the Telecommunications Act will no longer be licensed under the Comms Act. Such operators are not providing an

electronic communications service contemplated under the Comms Act. Therefore, URCA has no statutory jurisdiction to licence these operators.

Although a person that was licensed under the Telecommunications Act <u>may</u> not require a licence under the Comms Act, they may have ongoing obligations in relation to other authorities. They should check with the relevant authority (such as the Bahamas Maritime Authority or Civil Aviation Department) to ensure that they have the necessary licence going forward.

2.3 What is the new licence structure?

Broadly, there are two types of licences under the Comms Act. URCA may issue **operating licences** relating to the operation of electronic communications networks and services. Additionally, URCA may issue **spectrum licences** that authorise the use of radio frequencies.

A **spectrum licence** only gives the licensee permission to use spectrum frequency in a specified band. It does not give the licensee the right to provide electronic communications services or operate an electronic communications network. Conversely, an **operating licence** will authorise the licensee to offer those services or operate the network that is specified in the licence but will not give the licensee any authority to use radio spectrum. Therefore, some licensees will require both a spectrum licence and an operating licence. For example, an operator that provides cellular mobile services will require (at least) an individual spectrum licence to ensure that it has exclusive use of the necessary frequency, and an individual operating licence in respect of its cellular mobile network and the services offered through that network.

URCA has four mechanisms to authorise licensable activities (whether pertaining to operations or spectrum): individual licences, registered class licences, non-registered class licences and exemptions (which URCA may issue by determination and are in addition to the statutory exemptions in section 17(1) of the Comms Act). Figure below shows the licensing structure.

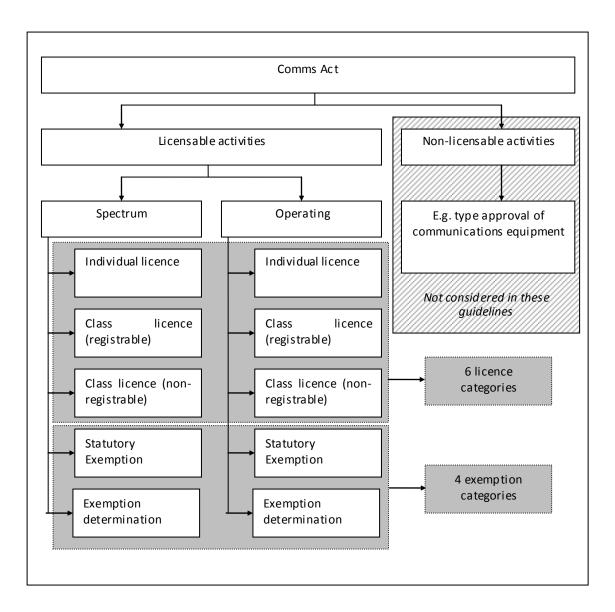


Figure 1: The new licensing structure

It can be seen from the table that there are six licence categories and four exemption categories. In most cases, an operator in the electronic communications sector will require a spectrum licence or an exemption, as well as an operating licence or an exemption.

2.4 Each licence type explained

The features of each of these types of licence and exemptions are set out below. These descriptions of the licence types apply to both spectrum licences and operating licences. The Licensing Guidelines explain who is eligible to apply for a new licence and how URCA will

determine which form of licence is appropriate for a particular electronic communications network or service.

2.4.1 Individual licences

URCA has the power to issue individual licences under section 19 of the Comms Act. Under section 20(4) of the Comms Act, licence conditions may not unfairly discriminate between licensees and therefore individual licences will be in a standard form to the greatest extent possible.

It may be necessary, however, to have specific conditions in a licence where a licensee has special rights or obligations. This will be the case if a licensee offering a service or network has been determined to have SMP under section 39 of the Comms Act (or presumed to have SMP under section 116 CA) or designated as a universal service provider under section 42 of the Comms Act (or Schedule 5 CA).

Individual licences will be issued for those activities that require a greater degree of regulatory intervention or monitoring, such as the provision of a public electronic communications network, or where exclusive rights are granted (e.g. for the exclusive use of spectrum in a specified geographic location for a radio station).

2.4.2 Class licences

URCA may issue class licences, rather than individual licences, where it is necessary to impose conditions relating to the operation of electronic communications networks or services but all licensees offering that network or service will be subject to the same conditions and there are no special reasons requiring that an individual licence be issued. The licence conditions for a class licence are determined by URCA. This carries an obligation for URCA to publish the terms of the class licence. Publication is on URCA's website and URCA will also maintain a copy of the generic class licences at its office for inspection by the public in accordance with section 10 of the URCA Act. Licensees will not be provided with a copy of the class licence unless they request it from URCA and pay an administrative charge.

Class licences may either be registered or non-registered. If a **class licence requires registration**, no person may provide the relevant services or operate the relevant network until they have been effectively registered by URCA in accordance with section 23 of the Comms Act.

At the date of these guidelines, it is intended that there will be two types of registrable class licence: one registrable class spectrum licence and one registrable class operating licence.

If a class licence does not require registration any person may provide the electronic communications services or operate a network under that licence without applying to URCA. These persons are permitted to provide the services or operate the network provided that they comply with the conditions set out in the relevant class licence, which is published on URCA's website and available for inspection at URCA's office.

It is important to note that a person that operates under a non-registered class licence is a "licensee" for the purposes of the Comms Act, irrespective of the fact that they are not registered with URCA.

At the date of these guidelines, it is intended that there will be one non-registered class licence for the use of certain spectrum and one non-registered class operating licences.

2.4.3 Exemptions

Under the Comms Act, URCA may exempt certain activities from the licensing regime. Exemptions may either be **statutory exemptions**, specified in section 17(1) of the Comms Act or **non-statutory exemptions**, established by a determination issued by URCA under section 17(4) of the Comms Act. URCA will issue a determination establishing a non-statutory exemption if URCA intends to exempt any activity that is not covered by section 17(1) of the Comms Act.

A person may operate under an exemption provided that he or she does not breach the limitations specified in the exemption.

See the Licensing Guidelines for further information on those activities which fall under exemptions.

Table 1 below provides a comparative overview of the various forms of licences and exemptions.

Licence	Application criteria	Licence conditions	Liability to pay annual fees
Exemption	No Application Criteria	None	No
Class licence – non-registrable	No need to apply for the licence	Published on URCA's website	No
Class licence – registrable	Prospective licensees must submit an application form to URCA Licensees must meet the application criteria, which include compliance with other legal obligations (e.g. maintenance and up to date payments in respect of a business licence, if appropriate) There is deemed approval of an application unless URCA objects within 45 days	Published on URCA's website	Yes

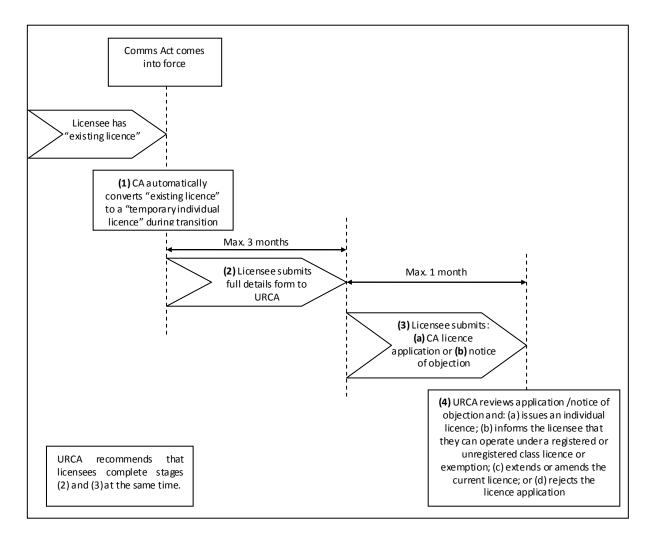
Licence	Application criteria	Licence conditions	Liability to pay annual fees
Individual licence	Prospective licensees must submit an application form to URCA Licensees must: - be legal entities incorporated in The Bahamas - ensure that their administration and management is conducted in The Bahamas - be fit and proper to provide the service or network - have sufficient intention, financial strength and resources to meet their obligations under the CA [s.26(3) CA] URCA may impose other requirements in the application form In the case of operating licence, applies to a group of companies (not just the named licensee) [s.21 CA]	Specified in individual licences and published on URCA's website	Yes

Table 1: Table comparing licence types and exemptions

Further information on the types of licences available and the application process for a new licence is available in the Licensing Guidelines, which are published on URCA's website.

3 THE TRANSITION PROCESS

The diagram below provides a high level overview of the transition process. *Failure to follow* this transition process will lead to revocation of existing licences.



The transition process, which is set out in section 113 of the Comms Act, is the process by which a licence issued under the Telecommunications Act or Broadcasting Act is brought under and converted to the new licensing regime established by the Comms Act. There are four steps in the transition process. These steps, which are outlined below, are explained in greater detail in sections 3.1 to 3.3.

• **Step 1:** When the Comms Act comes into force, existing licences (issued under the Telecommunications Act or Broadcasting Act) are automatically converted to

temporary individual licences. As this is an automatic process, existing licensees do not have to do anything in Step 1.

- Step 2: Within three months of the Comms Act coming into force, each existing licensee must complete and submit a full details form which can be found on the website at www.urcabahamas.bs.
- Step 3: At the same time as submitting the full details form (Step 2), or up to three months from submission of the full details form, an existing licensee must decide whether or not to apply for a new licence under the Comms Act and, accordingly either:
 - (a) apply for a new licence under the Comms Act; or
 - (b) submit a notice of objection; or
 - (c) do nothing. If the existing licensee does not submit its full details form within three months of the Comms Act coming into force, its licence will automatically expire on 1 December, 2009. If the existing licensee submits a full details form and does not give notice of objection or does not apply to be granted a new licence within one (1) month, its existing licence will be revoked by URCA giving one (1) months notice. The existing licensee will not be permitted to undertake any licensable activities unless it is covered by a non-registrable class licence or exemption.
- **Step 4:** On receiving an application for a new licence or notice of objection, URCA must take one of the following actions:
 - (a) issue an individual licence; or
 - (b) inform the operator that they have a registrable class licence; or
 - (c) inform the operator that they have an non-registrable class licence; or
 - (d) inform the operator that they fall within an exemption; or

- (e) extend and, if necessary, amend the current licence; or
- (f) inform the operator that they do not qualify for a licence under the Comms

 Act.

In many cases a single existing licence will transition to two or more licences under the new Comms Act regime (e.g. a PUC licence to operate a public trunking service will transition into an operating licence and a spectrum licence). If this is the case, the licensee will be issued the number of licences that it requires to carry on its activities. The existing licensee will only pay the one-off transitional fee for each of those licences that it submits for transition, not for the number of licences that it receives.

This transitional process under section 113 of the Comms Act is set out in detail below.

3.1 Step 1: Automatic conversion of an existing licence

The Comms Act came into force on 1 September 2009. The process of transitioning existing licences to the new licensing regime under the Comms Act will commence on this date. Therefore, on 1 September 2009, all existing licences will become *temporary individual licences* for the unexpired term of the existing licence [s.113(1) CA].

This first stage is an automatic process. The temporary individual licence will have the same conditions as the existing licence that it replaces. Therefore, a physical copy of the temporary individual licence will not be issued. This step is intended to ensure that the licensee can continue its operations during the transitional process subject to the same licence conditions that were in place prior to the Comms Act coming into force, unless URCA needs to modify the conditions before the licensee can receive a new licence.

3.2 Step 2: Submission of a Full Details Form and application for a licence

The second step of the transition process is for existing licensees to supply full details of all of their existing licences to URCA within three months of the Comms Act coming into force (i.e. they must submit full details to URCA by **1 December 2009**) [s.113(2) CA].

Each existing licensee is responsible for completing and submitting the full details form (and an application for a new licence or a notice of objection) before the relevant deadline. These forms are available on URCA's website. To ensure that all licensees are aware of the requirement to transition their licences, URCA is sending to all existing licensees that are either registered on the PUC licensing billing database (which has been transferred to URCA) or broadcasters issued a licence by the relevant Government ministry a form so that they can provide URCA with the full details of their existing licence.

The full details form will require all licensees to supply information relating to their identity (such as their name and contact information) and details of each of their licences (such as the type and date of each licence).

3.3 Step 3: Application for a new licence or notice of objection

The third step of the transition process is for existing licensees to either apply for a new Comms Act licence or submit a notice of objection to URCA. Existing licensees can submit their application form or notice of objection (as appropriate) at the same time as submitting the full details form.

If an existing licensee does not submit the application form or notice of objection at the same time as the full details form, then it must send the application form or notice of objection to URCA within one month after submitting the full details form. For example, if an existing licensee submits its full details form on 28 September 2009, it must submit its application for a licence or notice of objection by 28 October 2009.

If the licensee submit its full details form but then omits to apply for a new licence or submit a notice of objection within one month of submitting its full details form, then URCA will notify the licensee that its licence will be revoked, giving the licensee one month's notice [s.113(6) CA].

URCA recommends that existing licensees apply to URCA for a new Comms Act licence (or submit a notice of objection) at the same time as supplying the full details of the existing

licences (as explained in Step 2 above). This should reduce the administrative burden both for licensees and for URCA.

3.3.1 Step 3a: Application for a new licence

If an existing licensee decides to apply for a new licence under the Comms Act, it must apply for the new licence, at the same time as submitting the full details form or in any event at any time within one month of submitting the full details form.

3.3.2 **Step 3b: Notice of objection**

An alternative third step is for the licensee to give a notice of objection to URCA requesting that its existing licence continues in force for the remainder of its unexpired term or until a later date that must be specified in the notice of objection.

Under the new regulatory regime, all existing licensees wishing to continue to provide licensable services or operating licensable networks should do so under a licence issued under the Comms Act (unless they do not meet the application criteria (see section 3.4 below). Therefore, any existing licensee that submits a notice of objection must state clearly and fully why it considers that it must continue operating under a licence issued under the Telecommunications Act or Broadcasting Act rather than a Comms Act licence.

The existing licensee may submit the notice of objection at the same time as it submits the full details form or in any event at any time within one month of submitting the full details form.

3.4 Step 4: Issue or revocation of a licence

The fourth step of the transition process is for URCA to review the application for a Comms Act licence or the notice of objection.

If URCA receives an **application for a new licence** under Step 3, URCA will consider which operating and spectrum licences or exemptions would be necessary under the new regulatory regime to allow the licensee to continue carrying out similar activities to those covered under the operator's old licence. For example, an operator that had a licence under the Telecommunications Act for private land base (private dispatch services) is likely to be exempt from the requirement for an operating licence but still require an individual spectrum licence.

Depending on the activities carried on under the existing licence, URCA will follow one of the following two processes:

• If the existing licensee will require an individual licence or a registrable class licence, URCA will review the licence application in accordance with the requirements for the relevant licence (see section 3.1 of the Licensing Guidelines). In particular, URCA will review the existing licensee's historical compliance with their regulatory obligations. This will include checking whether the licensee is up to date with payment of their fees under the old licensing regime.

Licensees that have outstanding debts in respect of licences issued under the Telecommunications Act or the Broadcasting Act (e.g. PUC licence fees, broadcasting fees or fees payable to other relevant authorities) will not be granted a licence by URCA under the new electronic communications regulatory regime unless such fees are paid in full or waived by the relevant authority.

If the existing licensee's activities fall under a non-registrable class licence, an
exemption or do not fall under the scope of the Comms Act, then URCA will inform the
existing licensee that it can continue the activities that it performed under its existing
licence without the need for a new licence to be issued or for the existing licensee to
be registered.

If URCA receives a **notice of objection** under Step 3, URCA will consider the existing licensee's submission as to why the operator should not be transitioned to a Comms Act licence. Given that the new licensing regime is intended to be transparent and non-discriminatory, the

existing licensee will have to demonstrate exceptional reasons for retaining their existing licence. Following URCA's review of the notice of objection, URCA will take one of the following steps:

- accept the notice of objection and extend and/or amend the existing licence; or
- reject the notice of objection and process the existing licence as though the existing licensee had applied for a new licence (see above).

4 TRANSITION FEES

4.1 Payment of transition application fee

Section 113(7) of the Comms Act allows URCA to impose a fee on all existing licensees to fund the administrative costs of reviewing and modifying, amending or revoking existing licences. Fees becomes payable at the time when the licensee submits its application for a new licence or notice of objection.

In determining the amount of the fee on existing licence holders, URCA will only consider the administrative cost of carrying its transitional licensing functions.

All existing licensees are required to pay a transition fee. As each licence type that exists under the present regulatory regime carries with it specific terms and conditions, the administrative cost of transitioning a licence varies according to the type of licence being transitioned.

4.2 Other fees

If a licensee is granted a new licence during the transitional process, that licensee will be required to pay the relevant fees pursuant to the Comms Act and UAT Act. These include URCA fees, the communications licence fee, spectrum fees and the Tribunal fee. For further guidance on fees, see section 4 of the Licensing Guidelines.

4.3 Refund of 'existing licence' fee

As stated above in section 0, existing licences will become temporary individual licences on the Comms Act coming into force. If that temporary individual licence is revoked under section 113 of the Comms Act, then the licensee will be entitled to a refund of a part of the fees paid in respect of the existing licence.

The refundable element of the fees paid is calculated as follows:

Refundable amount = Amount paid - <u>Amount paid x days passed between payment and revocation</u>
Period for which the payment was originally made (in days)

For example, if the amount paid is \$1000 as an annual fee (i.e. for 365 days) and 146 days have passed between the date when the fee was due and the date when the existing licence was revoked, the refundable amount would be calculated as follows:

Refundable amount =
$$$1000 - $1000 \times 146 = $600$$

365

Any licensee that has its licence revoked under the transitional provisions may apply to URCA for a refund of a portion of the fees it paid in respect of its existing licence. Prior to refunding that amount, URCA shall set off the refundable amount against any amounts due to URCA in respect of any new licences issued (or owing to URCA for any other reason).

5 WHAT HAPPENS TO THE EXISTING LICENCES THAT ARE NOT TRANSITIONED TO THE NEW REGIME?

As stated in section 3.2 all existing licensees are required to supply URCA with the full details of their existing licence within three months of the Comms Act coming into force. Any existing licence for which full details have not been supplied to URCA within this three month period will automatically expire three months following the Comms Act coming into force (i.e. **1 December 2009**) [s.113(2) CA].

If an existing licensee submits a full details form but does not give notice of objection or does not apply to be granted a new Comms Act licence then the existing licence will be revoked by URCA. URCA will give the existing licensee one month's notice of the revocation of the existing licence [s.113(6) CA].

GLOSSARY

Broadcasting Act

Broadcasting Act, Chapter 305.

CA

See Comms Act.

Class licence

A licence issued under s.19(1)(b) CA, authorising the provision of electronic communications services or the operation of electronic communications networks or use radio frequency. The conditions of a class licence are the same for any operator covered by that licence. Class licences will be either "operating class licences" or "spectrum class licences". Class licences, whether operating or spectrum class licences, will also be either

registrable or non-registrable.

Comms Act

Communications Act, 2009

Communications licence fee

A fee payable by licensees to the Government under Sch. 3 CA. The communications licence fee is collected by URCA on behalf of the Government.

Content service

A service either for the provision of material with a view to it being comprised in signals conveyed by means of a network or that is an audiovisual media service (as defined in s.2 CA).

Full details form

A form that must be completed by all persons that have "existing licences" prior to the Communications Act coming into force. The full details form enables URCA to commence the process of transitioning the licensee to a new licence

issued under the Communications Act. The full details form must be submitted to URCA no later than 1 December 2009.

General authorisation regime

URCA may replace the current licensing regime with a general authorisation regime under s.8(2) CA. Under a general authorisation regime, licences would not be issued to operators. Operators would be permitted to provide electronic communications services and networks provided that they comply with any general conditions or specific conditions published by URCA. Operators would still require a licence for the use of spectrum.

Individual licence

A licence issued by URCA under s.19(1)(a) CA authorising the provision of electronic communications services or the operation of electronic communications networks or use radio frequency. So far as is practicable, individual licences should include similar terms for different licensees providing similar services. Individual licences may have different terms where licensees have specific obligations, such as SMP conditions.

Individual operating licence

An individual licence that permits the provision of electronic communications services or the operation of electronic communications networks. An individual operating licence does not permit the licensee to use spectrum.

Licence

Unless the context requires otherwise (e.g. for business licences), a permit to provide electronic communications services or electronic communications networks or use spectrum. Licences may be class licences or individual licences.

Licensee A person authorised under a licence.

Licensing guidelines Guidelines published by URCA on [1 September 2009] and

available on URCA's website and at URCA's office.

Non-registrable class licence A class licence that does not require registration. The

conditions of the licence are public and any person may

operate under the licence provided that they comply with

the conditions in the licence.

Operating licence A licence that permits the provision of electronic

communications services or the operation of electronic

communications networks. An operating licence does not

permit the licensee to use spectrum.

Operator A person that provides an electronic communications

service or operates an electronic communications network

(including any such network that requires spectrum) is

regulated under the Comms Act.

Registered class licence See "registrable class licence".

Registrable class licence A class licence that requires the relevant person to register

with URCA prior to providing the service or operating the

network.

Spectrum fee A fee payable to the Government under s. 93 CA relating to

the use of spectrum. The spectrum fee is collected by URCA

on behalf of the Government.

Telecommunications Act Telecommunications Act 1999, Chapter 304.

Temporary individual

licence

Temporary licence that replaces existing licences when the

Comms Act comes into force.

Tribunal The Utilities Appeal Tribunal, established under the UAT

Act.

Tribunal fee A fee payable to the Tribunal under Sch. 3 of the UAT Act.

This fee is collected by URCA on behalf of the Tribunal.

PUC The Public Utilities Commission, a body established by the

Public Utilities Commission Act, 1993, Chapter 306. The

Public Utilities Commission Act was repealed by the URCA

Act and the powers of the Public Utilities Commission were

transferred to URCA.

UAT Act The Utilities Appeal Tribunal Act, 2009.

Unregistered class licence See "non-registrable class licence".

URCA The Utilities Regulation and Competition Authority,

established under the URCA Act. URCA is an independent

regulator for utilities. At the time of publication of these

guidelines, URCA's sole remit relates to the electronic

communications sector.

URCA Act The Utilities Regulation and Competition Authority Act,

2009.

URCA annual fee A fee payable to URCA under s.92 CA. This includes annual

fees and ad hoc fees.