



# **Telecommunications (Mobile Network Coverage Maps) Industry Standard 2026**

The Australian Communications and Media Authority makes the following industry standard under subsection 125AA(1) of the *Telecommunications Act 1997*.

Dated:

Member

Member/General Manager

Australian Communications and Media Authority

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**DRAFT FOR CONSULTATION**

## Part 1—Preliminary

### 1 Name

This instrument is the *Telecommunications (Mobile Network Coverage Maps) Industry Standard 2026*.

### 2 Commencement

This instrument commences at the start of the day after the day it is registered.

### 3 Authority

This instrument is made under subsection 125AA(1) of the Act and in accordance with the Direction.

Note: The Direction was given to the ACMA by the Minister under subsection 125AA(4) of the Act. The Direction can be accessed, free of charge, on the Federal Register of Legislation: [www.legislation.gov.au](http://www.legislation.gov.au).

### 4 Application and purpose

- (1) For the purpose of subsection 125AA(1) of the Act, this instrument applies to the section of the telecommunications industry consisting of:
  - (a) Mobile Network Operators; and
  - (b) Mobile Virtual Network Operators;that supply Relevant Mobile Telecommunications Services.
- (2) This instrument:
  - (a) deals with the preparation and publication of mobile network coverage maps by Mobile Network Operators and Mobile Virtual Network Operators that represent to the public, their customers and prospective customers, network coverage information about the Relevant Mobile Telecommunications Services which they supply or offer to supply; and
  - (b) is intended to give effect to the objectives set out in subsection 7(1) of the Direction.

### 5 Definitions

- (1) In this instrument:

**4G** means fourth generation cellular telecommunications network technology.

Note: 4G uses technologies such as Long Term Evolution (LTE) that conform to the ‘International Mobile Telecommunications’ or IMT framework developed by the International Telecommunication Union and implemented through technical specifications developed by the Third Generation Partnership Project (3GPP). More information about IMT and 3GPP is available, free of charge, from the International Telecommunication Union’s website at [www.itu.int](http://www.itu.int) and from the 3GPP’s website at [www.3gpp.org](http://www.3gpp.org).

**5G** means fifth generation cellular telecommunications network technology.

Note: 5G uses technologies such as New Radio (NR) that conform to the ‘International Mobile Telecommunications’ or IMT framework developed by the International Telecommunication Union, and implemented through technical specifications developed by the Third Generation Partnership Project (3GPP). More information about IMT and 3GPP is available, free of charge, from the International Telecommunication Union’s website at [www.itu.int](http://www.itu.int) and from the 3GPP’s website at [www.3gpp.org](http://www.3gpp.org).

**Act** means the *Telecommunications Act 1997*.

**customer** means a person who has an agreement with a Mobile Network Operator or a Mobile Virtual Network Operator for the supply of a Relevant Mobile Telecommunications Service.

**Direction** means the *Telecommunications (Mobile Network Coverage Maps) Direction 2025*.

**emergency service organisation** has the same meaning as in subsection 147(11) of the *Telecommunications (Consumer Protection and Service Standards) Act 1999*.

**mobile network coverage map**: see subsection 7(1).

**Mobile Network Operator** means a carrier or carriage service provider that operates a telecommunications network to supply Relevant Mobile Telecommunications Services.

**Mobile Virtual Network Operator** means a carriage service provider, other than a Mobile Network Operator, who supplies Relevant Mobile Telecommunications Services.

**network coverage information**, for a mobile network coverage map: see subsections 7(3) and (4).

**predictive coverage modelling assumptions** means:

- (a) the signal-strength coverage thresholds for 4G and 5G outdoor mobile phone coverage specified in Table 1 in Part 1 of Schedule 1; and
- (b) the standardised modelling assumptions (methodology parameters and associated values) specified in Table 2 in Part 1 of Schedule 1.

**Predictive Coverage Modelling Methodology**: see subsection (2).

**Relevant Mobile Telecommunications Service** has the same meaning as in the Direction.

**retail customer** means a customer who is not a wholesale customer.

**RF link budget calculation** means the calculation of predicted signal strength using analytical techniques that account for gains and losses along the communications path from a radiocommunications transmitter to a radiocommunications receiver.

**Web Content Accessibility Guidelines** means:

- (a) the Web Content Accessibility Guidelines (WCAG) 2.2, published by the World Wide Web Consortium; or
- (b) guidelines published by the World Wide Web Consortium which are expressed to extend, replace or supersede the guidelines described in paragraph (a).

Note: The Web Content Accessibility Guidelines (WCAG) 2.2 could, at the time this instrument was made, be accessed free of charge on the website of the World Wide Web Consortium: [www.w3.org](http://www.w3.org). The World Wide Web Consortium is commonly known as the W3C.

**wholesale customer** means a customer who is a carrier or carriage service provider.

Note 1: A wholesale customer, such as a Mobile Virtual Network Operator, may be supplied a Relevant Mobile Telecommunications Service by a Mobile Network Operator without being an end-user of the service.

Example: A Mobile Network Operator supplies a Relevant Mobile Telecommunications Service to a Mobile Virtual Network Operator. The Mobile Virtual Network Operator is not an end-user of the Service, but supplies that Service to end-users,

Note 2: A number of other expressions used in this instrument are defined in the Act, including the following:

- (a) ACMA (section 7);

- (b) carriage service (section 7);
  - (c) carriage service provider (section 87);
  - (d) carrier (section 7);
  - (e) communication (section 7);
  - (f) radiocommunications device (section 7);
  - (g) radiocommunications receiver (section 7);
  - (h) radiocommunications transmitter (section 7);
  - (i) telecommunications network (section 7).
- (2) In this instrument, a method for estimating the extent and quality of radiofrequency coverage provided by a telecommunications network in a geographical area is a ***Predictive Coverage Modelling Methodology*** if the method:
- (a) involves the application of RF link budget calculations to predict signal performance; and
  - (b) generates predictive coverage maps; under conditions defined in the method.

## 6 References to other instruments

In this instrument, unless the contrary intention appears:

- (a) a reference to any other legislative instrument is a reference to that other legislative instrument as in force from time to time; and
- (b) a reference to any other kind of instrument or writing is a reference to that other instrument or writing as in force or existing from time to time.

Note 1: For references to Commonwealth Acts, see section 10 of the *Acts Interpretation Act 1901*; and see also subsection 13(1) of the *Legislation Act 2003* for the application of the *Acts Interpretation Act 1901* to legislative instruments.

Note 2: All Commonwealth Acts and legislative instruments are registered on the Federal Register of Legislation.

Note 3: See also section 589 of the Act.

## Part 2—Mobile network coverage maps

### Division 1 Mobile Network Operators

#### 7 Preparation of mobile network coverage map

- (1) A Mobile Network Operator must prepare a map (a *mobile network coverage map*) that provides a visual representation of the network coverage information of all Relevant Mobile Telecommunications Services using 4G or 5G that the Operator supplies, or offers to supply, to its wholesale customers and retail customers, in accordance with this section.

Note 1: A Mobile Network Operator may prepare more than one mobile network coverage map.

Note 2: This instrument does not prevent a Mobile Network Operator from publishing a map that provides a visual representation of the network coverage information of a Relevant Mobile Telecommunications Service that uses a network technology other than 4G or 5G.

- (2) A Mobile Network Operator must use:
  - (a) a Predictive Coverage Modelling Methodology; and
  - (b) the predictive coverage modelling assumptions;
 to prepare a mobile network coverage map.
- (3) A mobile network coverage map must include, or be accompanied by, clear, up-to-date and useful information about the service coverage levels, for each Relevant Mobile Telecommunications Service represented in the map, that can reasonably be expected in a given geographical area (*network coverage information*).
- (4) Without limiting subsection (3), *network coverage information* includes:
  - (a) visual representations and plain language descriptions of coverage levels of Relevant Mobile Telecommunications Services, including:
    - (i) a map legend displaying the coverage level labels “Good”, “Moderate”, “Useable” and “No Coverage”; and
    - (ii) the coverage level information specified in Table 3 in Part 2 of Schedule 1; and
  - (b) any assumptions and limitations that affect the accuracy of the map, including the general mobile coverage information listed in Part 3 of Schedule 1.
- (5) Without limiting subsection (3), a mobile network coverage map must include, or be accompanied by, the network coverage information specified in subsection (4) for 4G and 5G.

#### 8 Publication of mobile network coverage map and network coverage information

- (1) A Mobile Network Operator must publish a mobile network coverage map, including the network coverage information for the map, on the Operator’s website in accordance with this section.
- Note: A Mobile Network Operator may publish more than one mobile network coverage map.
- (2) A mobile network coverage map, and the network coverage information for the map, must:
    - (a) first be published no later than 30 June 2026; and
    - (b) continue to be published on the Mobile Network Operator’s website after that date.

- (3) A mobile network coverage map, and the network coverage information for the map, must be published prominently in a clearly labelled section of the Mobile Network Operator's website that is:
  - (a) accessible by any person without provision of login or contact information; and
  - (b) easy to find.
- (4) The network coverage information for a mobile network coverage map must be prominently displayed with the map, in a manner that allows a person to easily access the information when using the map.
- (5) A mobile network coverage map must be published in a manner that enables data contained in published maps to be extracted by an emergency service organisation for analytical purposes.

Note: Mobile Network Operators may choose to allow only emergency service organisations to extract map data.
- (6) A Mobile Network Operator must only publish a mobile network coverage map, and network coverage information for the map, that complies with the Web Content Accessibility Guidelines.

## 9 Mobile network coverage maps and network coverage information must be kept up-to-date

- (1) This section applies if a Mobile Network Operator has published a mobile network coverage map and the network coverage information for the map.
- (2) The Mobile Network Operator must ensure that the mobile network coverage map and network coverage information are kept up-to-date.
- (3) Without limiting subsection (2), the Mobile Network Operator must:
  - (a) review the mobile network coverage map and the network coverage information for the map at least once every three months; and
  - (b) if, as a result of the review, the Mobile Network Operator becomes aware that the information has changed – update the map and information.
- (4) Without limiting subsection (2), if the network coverage information for a mobile network coverage map changes, the Mobile Network Operator must, as soon as practicable after becoming aware of the change, update the map and information.

## 10 Giving access to maps and information to Mobile Virtual Network Operators

- (1) This section applies to a Mobile Network Operator if the Operator has a wholesale customer who is a Mobile Virtual Network Operator.
- (2) The Mobile Network Operator must, as soon as possible after publishing a mobile network coverage map that relates to the Relevant Mobile Telecommunications Service using 4G or 5G that it supplies to the Mobile Virtual Network Operator, give the Mobile Virtual Network Operator:
  - (a) access to the map in a format that allows the Mobile Virtual Network Operator to publish the map in accordance with section 12;
  - (b) access to all network coverage information for the map; and
  - (c) such other assistance as is reasonably necessary to allow the Mobile Virtual Network Operator to comply with its obligations under this instrument.

Note: This instrument does not prevent a Mobile Network Operator from giving a Mobile Virtual Network Operator a map that provides a visual representation of the network coverage

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information of a Relevant Mobile Telecommunications Service that uses a network technology other than 4G or 5G.

- (3) If the Mobile Network Operator updates the mobile network coverage map or the network coverage information for the map, the Operator must give the Mobile Virtual Network Operator access to the updated map or information as soon as possible after the map or information is updated.

## 11 Giving access to maps and information to other Mobile Network Operators

- (1) This section applies to a Mobile Network Operator (the *first Operator*) if:
  - (a) the first Operator uses a network unit to supply a Relevant Mobile Telecommunications Service using 4G or 5G; and
  - (b) the use involves the carriage of communications directly from the network unit to the radiocommunications device of an end-user of the Relevant Mobile Telecommunications Service; and
  - (c) the use of the network unit is the subject of an agreement between the first Operator and another Mobile Network Operator (the *second Operator*); and
  - (d) under that agreement, the network unit may be used by each Operator in the manner specified in paragraphs (a) and (b).

Note 1: Both Mobile Network Operators mentioned in subsection (1) may be subject to the obligations in this section.

Note 2: Paragraph (b) means there is no other network unit that carries the communication between the network unit mentioned in the paragraph and the radiocommunications device of the end-user.

- (2) The first Operator must, as soon as possible after publishing a mobile network coverage map that relates to the Relevant Mobile Telecommunications Service using 4G or 5G that it supplies using the network unit, give the second Operator:
  - (a) access to the map;
  - (b) access to all network coverage information for the map; and
  - (c) such other assistance as is reasonably necessary to allow the second Operator to comply with its obligations under this instrument.

Note: This instrument does not prevent the first Operator from giving the second Operator a map that provides a visual representation of the network coverage information of a Relevant Mobile Telecommunications Service that uses a network technology other than 4G or 5G.

- (3) If the first Operator updates the mobile network coverage map or the network coverage information for the map, the first Operator must give the second Operator access to the updated map or information as soon as possible after the map or information is updated.

## Division 2 Mobile Virtual Network Operators

### 12 Publication of mobile network coverage map and network coverage information

- (1) Subject to subsection (6), a Mobile Virtual Network Operator must publish:
    - (a) a mobile network coverage map of all Relevant Mobile Telecommunications Services using 4G or 5G that it supplies, or offers to supply; and
    - (b) the network coverage information for the map;
- on the Operator's website in accordance with subsections (2), (3), (4) and (5).

Note 1: A Mobile Virtual Network Operator may publish more than one mobile network coverage map.

Note 2: This instrument does not prevent a Mobile Virtual Network Operator from publishing a map that provides a visual representation of the network coverage information of a Relevant Mobile Telecommunications Service that uses a network technology other than 4G or 5G.

- (2) A mobile network coverage map and the network coverage information for the map must:
  - (a) first be published no later than 30 June 2026; and
  - (b) continue to be published on the Mobile Virtual Network Operator's website after that date.
- (3) A mobile network coverage map, and the network coverage information for the map, must be published prominently in a clearly labelled section of the Mobile Virtual Network Operator's website that is:
  - (a) accessible by any person without provision of login or contact information; and
  - (b) easy to find.
- (4) The mobile network coverage map, and the network coverage information for that map, must be:
  - (a) substantially the same as the most recent map and information to which the Mobile Virtual Network Operator has been given access under section 10; and
  - (b) published with the name of the Mobile Network Operator that provided the access.
- (5) A Mobile Virtual Network Operator must only publish a mobile network coverage map, and network coverage information for the map, that complies with the Web Content Accessibility Guidelines.
- (6) The obligation in subsection (1) does not apply to a Mobile Virtual Network Operator to the extent that:
  - (a) the Mobile Virtual Network Operator is a wholesale customer of a Mobile Network Operator; and
  - (b) the Mobile Network Operator has not complied with its obligations under section 10 in relation to giving the Mobile Virtual Network Operator access to a published mobile network coverage map and network coverage information for the map.

### **13 Mobile network coverage map and network coverage information must be kept up-to-date**

- (1) This section applies if a Mobile Virtual Network Operator has published a mobile network coverage map and the network coverage information for the map.
- (2) The Mobile Virtual Network Operator must ensure that the mobile network coverage map and network coverage information are kept up-to-date.
- (3) Without limiting subsection (2), as soon as practicable after a Mobile Virtual Network Operator is given access to an updated mobile network coverage map or updated network coverage information under subsection 10(3), the Operator must publish the updated map or information on the Operator's website, in accordance with the requirements in subsections 12(3), (4) and (5).

## Schedule 1—Predictive coverage modelling assumptions and network coverage information

(sections 5 and 7)

### Part 1 Predictive coverage modelling assumptions

**Table 1: 4G and 5G signal-strength coverage thresholds**

Item	Column 1	Column 2	Column 3
	Predicted coverage level	RSRP (4G) SS-RSRP (5G)	RSRP (4G) SS-RSRP (5G)
		Greater than or equal to (dBm)	Less than (dBm)
1	Good	-95	-
2	Moderate	-105	-95
3	Useable	-115	-105
4	No coverage	-	-115

Note: RSRP (4G) stands for Reference Signal Received Power for 4G/LTE, and SS-RSRP (5G) stands for Synchronization Signal – Reference Signal Received Power for 5G/NR.

**Table 2: Standardised modelling assumptions**

Item	Column 1	Column 2
	Methodology parameters	Value
1	Resolution of map	100 m by 100 m
2	Cell edge coverage probability	85%
3	Receiver height	1.5 m above ground level
4	Receiver gain	-3 dBi
5	Body loss	4 dB
6	Propagation model type	Outdoor
7	Mobility	Pedestrian
8	Lognormal fading standard deviation	8 dB

## Part 2 Coverage levels and descriptions

**Table 3: Coverage levels and descriptions**

Item	Column 1	Column 2
	Coverage level	Description
1	Good	<p>You can expect a strong experience in these areas. Voice calls, SMS and data connections are likely to be reliable and of high quality.</p> <p>Note: Your ability to connect to a network can be affected by factors other than coverage levels.</p>
2	Moderate	<p>You can expect a fair to good experience in these areas. Voice calls, SMS and data connections are likely to have average reliability and moderate performance.</p> <p>Note: Your ability to connect to a network can be affected by factors other than coverage levels.</p>
3	Useable	<p>You can expect a useable experience in these areas, but with more variability compared to the Moderate coverage level. Voice calls, SMS and data connections may have reduced reliability and variable performance.</p> <p>Note: Your ability to connect to a network can be affected by factors other than coverage levels.</p>
4	No coverage	<p>There is no planned coverage in these areas, so you should not expect or rely on service.</p> <p>Any connection you happen to receive would be fortuitous, highly variable and intermittent, with low performance.</p>

## Part 3 Assumptions and limitations: general mobile coverage map information

### General mobile coverage map information

- The mobile network coverage map shows where you are likely to be able to connect to a mobile network **when outdoors and at ground level**. It is based on technical modelling that predicts where coverage should be available, and where possible, how strong that coverage may be.
- The map provides general guidance only. It does not guarantee that you will always be able to connect or that you will experience the quality of connection shown.
- The map does **not apply if you are indoors or in a vehicle**. Indoor coverage depends on building construction and where you are located inside the building. For example, you may have difficulty connecting, or experience poorer performance, if you are inside a building with thick walls, few windows, or if you are in a basement.
- The map does not apply to phones or devices that are not properly configured or that are incompatible with the mobile networks.
- Not all network features and data speeds are possible on all phones or devices.