

The Hashemite Kingdom of Jordan
Telecommunications Regulatory Commission



TRC Statement on Mobile Number Portability Implementation

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TRC Statement on MNP implementation

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1 Purpose of this Document

TRC is issuing this statement in response to comments received from certain stakeholders in order to confirm its position with regard to the implementation of Mobile Number Portability in Jordan and to provide clarity and certainty on the subject matter for all stakeholders. Earlier statements of TRC on this subject have been included in a number of regulatory instruments¹ and as such there is no single point of reference from which TRC's position on Mobile Number Portability (MNP) can be easily determined. TRC is maintaining consistency in its approach, and much of the text in this document is built on or repeated verbatim from earlier documents and regulatory instruments.

The purpose of this "TRC statement on MNP implementation" document is therefore to:

- Act as the principal point of reference as to TRC's position on the implementation of MNP in Jordan;
- Maintain consistency whilst providing certain additional, clarifying information which is based on best practice as of year 2009;
- Keep all stakeholders informed of TRC's planned activities in this regard; and
- Set out the road map that TRC intends to follow in order to implement MNP in Jordan.

It is the intention of TRC to work with all stakeholders to implement MNP in Jordan in the most efficient, timely and least costly manner. In doing so, TRC will seek to minimise the start-up costs for all licensees.

This Statement supplements and does not replace previous Regulatory Instruments, Statements and Decisions of TRC. In the event of any conflict between the contents of this Statement and the content of any of the previous Regulatory Instruments, the contents of the Regulatory Instruments will prevail.

¹ TRC statements on this subject are documented inter alia in:

TRC Board Decision No (1-1/2005) Date (5/1/2005), Instructions for Implementing Mobile Number Portability in Jordan;

TRC Board Decision No (1-1/2005) Date (5/1/2005), Information Memorandum Related to the Implementation of Mobile Number Portability in Jordan;

TRC Board Decision No (1-34/2005) Date (19/7/2005) Telecommunications Regulatory Commission's Statement on Mobile Number Portability Cost Principle and Recovery Framework;

TRC Board Decision No (8-16/2008) Date (29/7/2008), MVNO services;

Minutes of Industry Forum Steering Committee, Mobile Number Portability, IFSC 5th Meeting, 16th April 2005;

Minutes of Industry Forum Steering Committee, Mobile Number Portability, IFSC 12th Meeting, 25th August 2005;

Minutes of Industry Forum Steering Committee, Mobile Number Portability, IFSC 13th Meeting, 15th September 2005;

Minutes of Industry Forum Steering Committee, Mobile Number Portability, IFSC 15th Meeting, May 11th, 2006; and

Minutes of Industry Forum Steering Committee, Mobile Number Portability, IFSC 16th meeting, September 13th, 2006".



TRC welcomes comments on this Statement within one month of the date of its publication.

Since the Statement is not subject to a formal consultation procedure, the TRC will not provide a formal response to these comments. It will, however, take all constructive comments into consideration during the implementation of MNP.



2 Legal Authority

2.1 Statutory Duties and Responsibilities of TRC

Pursuant to the Telecommunications Law of 1995, as amended by Law No. 8 in 2002 (hereinafter “Telecommunications Law”), TRC was established and operates as a financially and administratively independent telecommunications regulator.² The Telecommunications Law assigns to TRC specific responsibilities, including requirements that the Commission “stimulate competition,” “ensure that its regulation[s] is effective and efficient,” “forbid anti competitive behaviour or practices,” and “forbid actions by any person to abuse a dominant position in the sector.”³

The language of Article 6 specifically calls for TRC to “regulate” or adjust its regulation to forbid anti-competitive behaviour, stimulate competition and to protect users in the telecommunications sector.

TRC, acting under the powers granted to it by the Telecommunications Law, has inter alia:

- Issued Public Telecommunications Individual Licences in Jordan;
- Issued Instructions for Implementing Mobile Number Portability in Jordan;
- Issued a Regulatory Decision on the Provisioning of Mobile Virtual Network Operator (MVNO) Services in Jordan.

The implementation of Mobile Number Portability is an important element in creating the conditions for effective competition⁴ among the service providers in the mobile sector and to protecting the user’s right to choose among the different service providers.

TRC, therefore, has the power to take further actions as necessary to carry out the duties and responsibilities detailed in Article 6 for the implementation of Mobile Number Portability in Jordan.

² Telecommunications Law of 1995, as amended, at Chapter III, Article 4(a).

³ Id. at Article 6(e).

⁴ See Creating the Conditions for Effective Competition in the Mobile Sector (Green Paper). Issued pursuant to TRC Board Decision No. (11-13/2008) Date (23/06/2008)



3 Statement on Mobile Number Portability

This document refers only to Mobile Number Portability (MNP). It does not cover Fixed Number Portability (FNP) or any other form of number or service portability. TRC is issuing this document to provide clarity and to supplement previous decisions and statements made by TRC in respect of MNP and in particular, the Instructions for Implementing Mobile Number Portability in Jordan, the Public Telecommunications Individual Licences, the Regulatory Decision on the Provisioning of MVNO Services in Jordan, and the decisions and agreements of industry forum steering committees as set out in this document.

3.1 Definitions and scope

1 Mobile Number Portability provides the ability of users to retain their mobile numbers when switching service between wireless mobile operators/service providers in Jordan. As such, the implementation of Mobile Number Portability in Jordan is to be initially restricted to service provider portability⁵ and does not apply to service portability⁶ or location portability.⁷

2 The Instructions for Implementing Mobile Number Portability in Jordan apply to all Mobile Network Operators (MNO) and Mobile Virtual Network Operators (MVNO).

3 MNP is to be enabled between all current and future mobile numbering ranges.

4 In this document, the terms:

“Donor Operator (DO)” means the operator or service provider from which the number(s) is/are ported in the porting process;

“Recipient Operator (RO)” means the operator or service provider, which receives the Porting Mobile Subscriber and the applicable number(s) in the porting process; and

“Porting Mobile Subscriber” means a mobile subscriber that is requesting his/her MSISDN number(s) to be ported from the DO to the RO.

⁵ Service provider portability: The ability of an end user to retain the same E.164. international public telecommunication number when changing from one service provider to another.

⁶ Service portability: The ability of an end user to retain the same E.164. international public telecommunication number when changing from one type of service to another.

⁷ Location portability: The ability of an end user to retain the same E.164. international public telecommunication number when moving from one location to another.



3.2 User's Rights

- 5 All active pre-paid and post-paid mobile customers will be allowed to port their mobile telephone number (or numbers in the case of bulk porting) to any service provider of their choice.
- 6 There should be no limit to the number of times that a subscriber can port his/her number between service providers. However, a subscriber may only port once within any 30-day period.
- 7 MNP does not include porting the international mobile subscriber identity (IMSI). Therefore, when porting, the RO should issue the Porting Mobile Subscriber with a new SIM card.
- 8 A Porting Mobile Subscriber using post-paid services at the DO should be capable of using pre-paid services at the RO and vice versa.
- 9 The RO is to ensure non-discriminatory treatment of Porting Mobile Subscribers; in this regard the RO is to ensure that both ported and non-porting customers can subscribe equally to the same set of services.

3.3 Role and Involvement of TRC

- 10 TRC will continue to work with all stakeholders to implement previously agreed technological, procedural and operational solutions to implement Mobile Number Portability (MNP).
- 11 TRC will oversee the deployment of MNP by establishing reasonable deadlines for implementation.
- 12 TRC will continue to maintain oversight over any procedural or technical issues and disputes that may arise.
- 13 TRC will work with all stakeholders to promote awareness amongst consumers and users of the benefits of MNP.

3.4 Centralised MNP and Number Management System

- 14 As previously agreed⁸, TRC will work with qualified providers of MNP solutions in order to procure the supply, establishment and administration of an independent third party managed Centralised MNP and Number Management System, consisting of a Centralised Clearinghouse solution, with Centralised Order Management, a Centralised Reference Database for MNP, the master of

⁸ TRC Board Decision No (1-34/2005) Date (19/7/2005) and IFSC-MNP, meeting of 25 August 2005.



the Jordanian National Numbering Plan (NNP) and the management of the same.

- 15 TRC is seeking to secure the supply of the Centralised MNP and Number Management System on a build, administrate and transfer (BAT) basis.
- 16 All licensees providing MNP services and all licensees routing calls to mobile users will be required to interface with the Centralised MNP and Number Management System.

3.5 Industry Forum

- 17 To ensure neutrality, TRC will when required re-establish and oversee the work of an Industry Forum with revised terms of reference. The previous Industry Forum established by the TRC, defined and recommended technological, procedural and operational solutions and agreed on several issues with respect to the implementation of Mobile Number Portability in Jordan. Implementation of MNP in Jordan will be based on these recommendations and the previously agreed issues.

3.6 Costs and Charges

- 18 Each operator (fixed or mobile) will bear its own internal MNP setup cost and may recover such costs from its own subscribers only.
- 19 Each operator (fixed or mobile) originating traffic will bear its own additional costs of conveying calls for ported numbers to the RO and may recover such cost from its own subscribers only.⁹
- 20 The costs for establishing and operating a Centralised MNP and Number Management System will, in the first instance, be borne by the supplier and administrator of the system and will be recovered from the licensees using the Centralised MNP and Number Management System in accordance with fair and reasonable commercial terms proposed by the supplier of the system. Each Operator may recover its payments to the Centralised MNP and Number Management System Administrator from its own subscribers only.
- 21 The RO is responsible for each successfully initiated port request. Consequently the RO will be responsible for payment of the fixed administrative fee to the Centralised MNP and Number Management System Administrator for each successful port request, in accordance with fair and reasonable commercial terms proposed by the supplier of the system and approved by TRC. (See section 3.13 below).

⁹ 'Additional cost' in this context means the added cost of conveying a call to a RO for a ported number over and above the cost of conveying a call to the same operator for a non-ported number.



- 22 The DO may recover its reasonable incremental administrative costs, for each successfully initiated port request, from the RO. TRC will work with the Industry Forum to establish how such costs are to be calculated and recovered.
- 23 The RO may charge the Porting Mobile Subscriber a customer-porting fee not to exceed JOD 7 (seven Jordanian Dinars) in order to cover the port request fees and the supply of a new SIM. The RO may waive this right in full or in part at its commercial discretion.
- 24 The RO will not be allowed to recover any costs related to MNP from the DO.
- 25 The DO will not be allowed to recover any costs related to MNP from the Porting Mobile Subscriber.
- 26 TRC reserves the right to regulate the customer-porting fee paid by the Porting Mobile Subscriber to the RO, if the application or quantum of such a fee is deemed to be a disincentive for porting.

3.7 Tariff Transparency

- 27 Mobile Number Portability may reduce Tariff Transparency¹⁰ for mobile users because of the tariff difference that often exists between on-net and off-net calls from mobile networks. In a portability environment, users lose the capacity to distinguish between on-net and off-net calls based on the initial digits of the number.
- 28 To maintain tariff transparency, the mobile operators/service providers will be required to introduce an audible tone at the start of 'off-net' calls to ported numbers to alert the calling (and paying) party, and no charge should be made for any call terminated during the tone.
- 29 The System should offer an on-net/off-net information service via the Internet free of charge to all users. Further, TRC would like to see the operators and service providers providing an SMS based on-net/off-net information service free of charge to their customers.

3.8 Procedural Matters

- 30 Any licensed operator committing a fraudulent port shall bear all the costs for reversing the port and may be subject to sanctions in accordance with the Telecommunications Law and TRC Regulations.

¹⁰ Tariff transparency: The ability of a caller to determine the price of individual calls accurately and easily in advance of making them.



- 31 Mobile operators should issue customer education guidelines that outline porting procedures in order to better inform customers and to ensure a smooth porting transition. The customer education guidelines will be subject to approval by TRC and each operator will bear its own costs incurred in issuing such guidelines to the public. TRC will coordinate press releases.
- 32 Bulk porting¹¹ is to be allowed. The process to bulk port enterprise customers should be finalised within a period not to exceed the limits specified in section 3.11 of this Statement.
- 33 The porting processes should be designed around a 'one-stop' shop concept, i.e. the customer will start the porting procedure by contacting the new operator/service provider and the proposed RO will be required to manage the process on behalf of the customer.
- 34 Operators should not use porting data or records relating to 'lost' customers for marketing purposes during or after the porting process.

3.9 Authentication

- 35 The authentication procedure in the porting process should ensure that the person requesting porting is authorised to do so. It should also provide a safeguard to consumers against the unauthorised transfer of customers through misleading behaviour.
- 36 The operators should adopt a code of practice regarding selling practices, to avoid "slamming".¹² TRC will ensure that compliance with this code of practice is mandatory.
- 37 The operators are expected to co-operate and follow normal routines and processes to avoid fraud and overcome credit worthiness issues.

3.10 Refusal to Port and Service Availability

- 38 The mobile operators should institute "barrier free" porting procedures, and must not refuse a valid porting request except under specified circumstances as approved by TRC.
- 39 Porting terminates a customer's existing contract with the DO, but a customer's contractual obligations with the DO remain until they are fulfilled or resolved. Therefore, the DO can still legally enforce breaches of contractual obligations such as early termination and outstanding debts while permitting a valid port request to proceed.

¹¹ "Bulk porting" means an individual Porting Request that refers to multiple MSISDN(s) held by the same customer

¹² "Slamming" is the illegal practice of changing a consumer's telephone service without permission



- 40 The introduction of MNP will not change the operators' current practices for offering or ceasing pre-paid or post-paid service to customers.
- 41 The DO will not be allowed to refuse a porting request when the term of the user's service contract is not complete or an outstanding debt is associated with the user's account.
- 42 The DO will not be allowed to impose any service restrictions on a Porting Mobile Subscriber (whether post-paid or pre-paid) during the porting process.

3.11 Time to Port

- 43 The process between the time when the DO receives the initial accurate request to port (as time-stamped by the Centralised MNP and Number Management system), and the time when the porting has been activated in the RO's network, should be finalised within one (1) working day, in respect to MNP for a single number and ten (10) working days in respect to MNP for bulk porting for enterprise customers.

3.12 Scope of Mobile Services that will be available for ported customers

- 44 Any service currently existing between operators should not be interrupted or terminate by the implementation of porting.
- 45 Voice, SMS and MMS services should be available to all ported customers.

3.13 Strategy and Implementation Plan

- 46 The strategic goal of TRC is to have MNP fully implemented in Jordan within 15 months from the date of issuance of this "Statement on MNP Implementation". In support of this goal, TRC has developed a number of strategic objectives as set out below:
- 47 TRC will initiate a tender process and will issue a Request For Proposals (RFP) to qualified third-parties for the supply of a Centralised MNP and Number Management System (as defined in Section 3.4, above) on a Build Administrate and Transfer (BAT) basis. TRC is taking this approach to secure the timely supply of the Centralised MNP and Number Management System and to minimise the start-up costs to be incurred by Operators. It is for the supplier of the Centralised MNP and Number Management System to propose its commercial terms for the recovery of its costs in providing and administering the system. TRC will give preference to the supplier who proposes the most reasonable commercial terms.



- 48 All licensees will be able to interact with the Centralised MNP and Number Management System Administrator to facilitate the smooth implementation of MNP in Jordan.
- 49 TRC will work with all stake-holders to secure a “soft launch” of MNP services in Jordan within 13 months from the date of issuance of this Statement. This will allow for a period of two months to conduct live trials between all parties prior to full commercial launch.
- 50 The arrangements for the live-trials including the number of customers to be involved will be determined by the TRC in coordination with all stake-holders.
- 51 An illustration of the intended implementation plan is given in Appendix A.

3.14 Dispute Resolution

- 52 Pursuant to powers given to it by the Telecommunications Law, TRC will be responsible for resolving any disputes, which arise during the implementation of mobile number portability in Jordan.

3.15 Numbering related issues

- 53 A ported number will be returned to the number range holder, after a customer has terminated his service with the RO.
- 54 The quarantine period for a ported number will be set at 6 months.



Appendix A: MNP Time-plan with Milestones

