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Telecoms & Media 2020

Contributing editors Alexander Brown and Peter Broadhurst Simmons & Simmons LLP

Lexology Getting The Deal Through is delighted to publish the 21st edition of *Telecoms & Media*, which is available in print and online at www.lexology.com/gtdt.

Lexology Getting The Deal Through provides international expert analysis in key areas of law, practice and regulation for corporate counsel, cross-border legal practitioners, and company directors and officers.

Throughout this edition, and following the unique Lexology Getting The Deal Through format, the same key questions are answered by leading practitioners in each of the jurisdictions featured. Our coverage this year includes new chapters on Egypt, Pakistan and Philippines.

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Every effort has been made to cover all matters of concern to readers. However, specific legal advice should always be sought from experienced local advisers.

Lexology Getting The Deal Through gratefully acknowledges the efforts of all the contributors to this volume, who were chosen for their recognised expertise. We also extend special thanks to the contributing editors Alexander Brown and Peter Broadhurst of Simmons & Simmons LLP, for their continued assistance with this volume.



London June 2020

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Contents

Introduction	5
	9
Alexander Brown and Peter Broadhurst Simmons & Simmons LLP	
Brazil	6
Mauricio Vedovato and Daniela Maria Rosa Nascimento	
Huck Otranto Camargo	
China	12
Jingyuan Shi, Ryo Lu and Jenny Liu	
Simmons & Simmons LLP	
Egypt	21
Mohamed Hashish	
Soliman, Hashish & Partners	
European Union	27
Anne Baudequin, Christopher Götz and Martin Gramsch	
Simmons & Simmons LLP	
Greece	44
Dina Th Kouvelou, Nikos Th Nikolinakos and Alexis N Spyropoulo)S
Nikolinakos & Partners Law Firm	
Ireland	55
Helen Kelly and Simon Shinkwin	55
	55
Helen Kelly and Simon Shinkwin	55 66
Helen Kelly and Simon Shinkwin Matheson	
Helen Kelly and Simon Shinkwin Matheson Italy	
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi	
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP	66
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan	66
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara	66
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai	66 74
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai Mexico	66 74
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai Mexico Julián J Garza C and Paulina Bracamontes B	66 74
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai Mexico Julián J Garza C and Paulina Bracamontes B Nader Hayaux & Goebel	66 74 81
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai Mexico Julián J Garza C and Paulina Bracamontes B Nader Hayaux & Goebel Nigeria	66 74 81
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai Mexico Julián J Garza C and Paulina Bracamontes B Nader Hayaux & Goebel Nigeria Chukwuyere E Izuogu, Otome Okolo and Tamuno Atekebo	66 74 81
Helen Kelly and Simon Shinkwin Matheson Italy Edoardo Tedeschi and Alessandra Bianchi Simmons & Simmons LLP Japan Chie Kasahara Atsumi & Sakai Mexico Julián J Garza C and Paulina Bracamontes B Nader Hayaux & Goebel Nigeria Chukwuyere E Izuogu, Otome Okolo and Tamuno Atekebo Streamsowers & Köhn	66 74 81 89

Dhilling in an	100
Philippines Rose Marie M King-Dominguez, Miguel Franco T Dimayacyac	109
and Leo Francis F Abot	
SyCip Salazar Hernandez & Gatmaitan	
Portugal	115
Mara Rupia Lopes and Nuno Peres Alves	
Morais Leitão, Galvão Teles, Soares da Silva & Associados	
Russia	124
Anastasia Dergacheva, Anastasia Kiseleva, Ksenia Andreeva and Vasilisa Strizh Morgan Lewis	
Serbia	132
Bogdan Ivaniševic, Pablo Pérez Laya and Zorana Brujić BDK Advokati	
Singapore	140
Lim Chong Kin Drew & Napier LLC	
South Korea	153
Ji Yeon Park, Juho Yoon and Kwang Hyun Ryoo Bae, Kim & Lee LLC	
Switzerland	161
Mario Strebel and Fabian Koch CORE Attorneys Ltd	
Taiwan	169
Robert C Lee, Ming Teng and Jane Wu Yangming Partners	
Thailand	175
John P Formichella, Naytiwut Jamallsawat and Artima Brikshasr Blumenthal Richter & Sumet Ltd	i
Turkey	183
Cigdem Ayozger Ongun, Begum Erturk and Deniz Erkan SRP Legal	
United Arab Emirates	192
Raza Rizvi	
Simmons & Simmons LLP	

United Kingdom

198

Alexander Brown and Peter Broadhurst Simmons & Simmons LLP

United States

213

Kent D Bressie, Colleen Sechrest, Michael Nilsson and Paul Caritj Harris Wiltshire Grannis LLP

Pakistan

Mustafa Munir Ahmed and Saira Khalid Khan

RIAA Barker Gillette

COMMUNICATIONS POLICY

Regulatory and institutional structure

1 Summarise the regulatory framework for the communications sector. Do any foreign ownership restrictions apply to communications services?

The Pakistan Telecommunication PTA (PTA) is the regulatory body for the telecom sector in Pakistan and was established under the Pakistan Telecommunication (Re-organization) Act 1996 (the PTA Act). PTA has the mandate to regulate the establishment, operation and maintenance of telecommunication systems and the provision of the telecommunications services in Pakistan, which are regulated in terms of the PTA Act and the rules, regulations and guidelines framed thereunder (the PTA Laws).

For the purposes of the foregoing:

- 'telecommunication system' includes any electrical, electro-magnetic electronic, optical or optio-electronic system for the emission, conveyance, switching or reception of any intelligence within, or into, or from, Pakistan, whether or not that intelligence is subjected to rearrangement, computation or any other process in the course of operation of the system, and includes a cable transmission system, a cable television transmission system and terminal equipment; and
- 'telecommunication service' includes a service consisting of the emission, conveyance, switching or reception of any intelligence within, into or from Pakistan by any electrical, electro-magnetic, electronic, optical or optio-electronic system, whether or not the intelligence is subjected to rearrangement, computation or any other process in the course of the service.

The PTA is also responsible for dealing with applications relating to the use of radio-spectrum frequency through its Frequency Allocation Board (FAB), which has the exclusive authority to allocate and assign portions of the radio frequency spectrum to the government; providers of telecommunications services and telecommunication systems; radio and television broadcasting operations; public and private wireless operators; and others.

The primary functions of the PTA include:

- regulation, establishment, operation and maintenance of telecommunication systems and provision of telecommunications services in Pakistan, including but not limited to the grant and renewal of licences, and the monitoring and enforcement of the terms thereof;
- establishment or modification of accounting procedures for licences and regulation of tariffs for telecommunications services in accordance with the PTA Act;
- prescribing standards for telecommunications equipment and terminal equipment, certifying compliance of such equipment with prescribed standards and issuing of approvals of terminal equipment and of installers;

- providing guidelines for and determining the terms of interconnection arrangements between licensees where the parties to those arrangements are unable to agree upon such terms;
- receiving and expeditiously disposing of applications for the use of radio-frequency spectrum;
- to auction on such terms and conditions as the PTA may determine from time to time, or other open transparent competitive processes to determine eligibility for licensing the FAB's allocated or assigned specific portions of radio frequency spectrum;
- to promote and protect the interests of users of telecommunications services in Pakistan;
- to promote the availability of a wide range of high-quality, efficient, cost-effective and competitive telecommunications services throughout Pakistan;
- to promote rapid modernisation of telecommunication systems and telecommunications services;
- to investigate and adjudicate on complaints and other claims made against licensees arising out of alleged contraventions of the provisions of the PTA Laws;
- to make recommendations to the federal government on policies with respect to international telecommunications, provision of support for participation in international meetings and agreements to be executed in relation to the routing of international traffic and accounting settlements; and
- to perform such other functions as the federal government may assign from time to time.

The relevant government ministry with regard to telecommunications services is the Ministry of Information and Technology and Telecommunication (MOITT).

The telecommunications sector in Pakistan does not have a minimum domestic legal presence requirement; however, the PTA prefers that a local entity (SPV) be established that applies for a licence to provide telecommunications services. The SPV or local entity can be completely foreign owned or controlled.

Authorisation/licensing regime

2 | Describe the authorisation or licensing regime.

In terms of the PTA Act, no person shall establish, maintain or operate any telecommunications system or provide any telecommunications service unless a licence for the same has been granted to it by the PTA. Additionally, no terminal equipment may be directly or indirectly connected to a public switch network, unless a type-approval for such equipment has been granted by the PTA.

- Licences for core telecommunications services include:
- a local loop (LL) licence: a person licensed under the PTA Act to establish, maintain and operate a public fixed switched network for the provision of local exchange telecommunication service,

including Pakistan Telecommunication Company Limited, National Telecommunication Corporation and licensee providing service using wireless in LL;

- a long-distance and international (LDI) licence: LDI licensee means a person licensed under the PTA Act to establish, maintain and operate a public fixed switched network for the provision of a nationwide long-distance and international telephony service, and includes Pakistan Telecommunication Company Limited and National Telecommunication Corporation); and
- mobile cellular licence: 'mobile cellular licensee' means a person licensed under the PTA Act to establish, maintain and operate a public switched network to provide wireless-based telecommunication system by wireless means and used while in motion, but excluding a person that is licensed to provide a service using wireless in local loop.

These licences are granted under the terms of the Pakistan Telecom Rules 2000 (the PTA Rules).

Licences for value added services (telecom services other than for which licences are granted under the PTA Rules) and Registered Services are issued under the Class Value Added Services Licensing and Registration Regulation 2007 (the CVAS Regulations).

PTA Rules

The PTA Rules provide that a licence granted under the PTA Act and the PTA Rules shall be personal to the licensee and shall not be assigned, sub-licensed to, or held on trust for any person, without the prior written consent of the PTA.

As per the PTA Rules, an application for the grant of a licence to operate any telecommunication system or provide any telecommunication service shall be made in the form set out in Appendix A of the PTA Rules https:// www.pta.gov.pk/assets/media/rules-280208.pdf. An application shall be accompanied by the payment of fees in the amount prescribed in accordance with the conditions for each type of licence to be issued. An application may be withdrawn at any time before the grant of a licence.

The PTA may grant licence to an individual, class of persons, company or corporation. Except for the licence granted to an applicant for basic telephone service, no licence shall confer exclusive rights. Applications shall be considered on their individual merits, and in determining whether or not to grant a licence the PTA shall take into account the following factors:

- the financial and economic viability of the applicant;
- the applicant's experience in telecommunications and relevant past history;
- the technical competence and experience of the applicant's management and key members of staff and local participation in the business;
- the nature of the services proposed and the viability of the applicant's business plan including the applicant's proposed roll-out and service quality commitments and its contribution to the development of the telecommunications sector;
- the quality of the applicant's telecommunications system or network; and
- the terms of bid made by the applicant where the licence is to be issued under a competitive process.

The PTA may, if it is satisfied that there are any factors in relation to that application that threaten or potentially threaten national security, reject an application.

A licensee shall have the right to establish, maintain and operate a telecommunications system in the territory and for the period stipulated by the PTA in the licence, in accordance with the provisions of the Act and the PTA Rules.

A licence granted in accordance with the provisions of the PTA Act and the PTA Rules shall be subject to the restrictions on transfer of the licence and on change of ownership of the licensee and such further restrictions as are contained in the PTA Rules.

Subject to the PTA Act and PTA Rules, a licence shall be granted for an initial term of not less than 25 years. After the expiry of the initial term, the licence shall be renewed on terms and conditions consistent with the policy of the federal government at the relevant time. If the licence is not to be renewed, the PTA shall serve a written notice on the licensee of at least one fourth of the initial licence term and that notice shall terminate the licence on the expiration of the initial term.

Further, if a substantial ownership interest in, or control of, a licensee is proposed to be changed, the licensee shall give the PTA notice of that fact in writing. That written notice shall include all relevant details of the proposed change. If the PTA is of the opinion that change shall adversely affect the ability of the licensee to provide its licensed telecommunications services, it may impose such additional conditions in the licence as shall be reasonable and directly relevant to the proposed change.

For the purpose of understanding, the terms 'control' and 'substantial ownership interest' used in the response to this shall bear the following meanings:

- 'control' means the ability to direct the exercise, whether directly or indirectly and whether through one or more entities, of more than 50 per cent of the voting rights exercisable at any general meeting of the shareholders of the licensee; and
- 'Substantial ownership interest' means more than 10 per cent of the issued share capital of the licensee.

Additionally, telecom services cannot be resold without the prior written consent of the PTA. No distinction has been made for foreign or local companies in this regard.

CVAS Regulations

Pursuant to the CVAS Regulations, on receipt of an application package by the applicant (ie, any defined class of persons that applies for a licence to provide value added service or registered service), the PTA shall examine it and the suitability of the grant of licence or registration certificate. A prescribed format for making the application is provided in the CVAS Regulations. The main factors that the PTA considers while examining the application are:

- the financial and economic viability of the applicant;
- the applicant's experience in telecommunication and relevant past history;
- the technical competence and experience of the applicant's management and key members of staff and local participation in the business; and
- the nature of the services proposed and the viability of the applicant's business plan, including its contribution to the development of the telecommunication sector.

The CVAS Regulations provide that a licence shall be granted for a period of 15 years and shall be technology neutral. The licence shall be renewed on terms and conditions consistent with the policy of the federal government and the regulations in force at the relevant time. The applicant shall pay the appropriate initial licence fee and processing fee to the PTA in the prescribed manner with the application. The licensee shall pay the annual licence fee to PTA, calculated on the basis of 0.5 per cent of the licensees annual gross revenue from licensed services for the most recently completed financial year minus inter-operator payments from the effective date of the licence. The PTA may grant licence of registration certificate to any applicant that fulfils the open, transparent and nondiscriminatory eligibility criteria given by the PTA from time to time. It is pertinent to highlight that all fees for the scarce resources, including short codes, shall be paid by the licensee to the PTA as applicable. The licensee shall also promptly pay to the PTA all fees required to be paid under the PTA Act, PTA Rules and CVAS Regulations. A licence granted under the CVAS Regulations shall be subject to the PTA Act, PTA Rules and CVAS Regulations. A licence granted under the CVAS Regulations framed thereunder and the CVAS Regulations. A licence granted in accordance with the provisions of the PTA Act and the CVAS Regulations shall be subject to the restrictions on transfer of the licence and on change of ownership of the licensee, and such further restrictions as contained in the PTA Rules. The tariff of the licensee shall not be regulated until it attains the status of significant market power (SMP) as described in the PTA Rules.

Telecommunication infrastructure provider licences are issued under the PTA Act, whereby the licensee has the non-exclusive licence to establish, maintain, lease, rent or sell telecom passive infrastructure facilities in Pakistan, subject to the terms and conditions contained in the licence. Such licensee shall not provide any telecommunication or broadcasting service.

All infrastructure or telecommunication tower providers shall be responsible for the safety of public and government property near or around the area in which its equipment may be installed. Infrastructure or telecommunication tower providers shall enter into a formal lease or rental agreement covering all aspects of the transaction of lease, rent, etc.

Spectrum – Frequency Allocation Board

The FAB was established under section 42 of the PTA Act, and has exclusive authority to allocate and assign portions of the radio frequency spectrum to government providers of telecommunications services and telecommunication systems, radio and television broad-casting operations, public and private wireless operators and others.

Every application for allocation and assignment of radio frequency spectrum has to be made to the PTA. The PTA is required to refer the application to the FAB within 30 days from the receipt of such application.

On receipt of the application, the FAB classifies the telecommunications services and may allocate or assign the specific frequencies to the applicant. The FAB is required to notify the applicant of the status of the application within three months.

The FAB auctions spectrum and frequency for use by cellular and mobile network operators. The Pakistan Table of Frequency Allocations is the broadest technical document showing the allocation of bands to various types of services. The Pakistan Table of Frequency Allocations is drawn from, and kept current with, the ITU Radio Regulations, which are revised every few years at the World Radio Communication Conferences.

Subject to article 4.4 of the Mobile Cellular Policy 2004 (the Mobile Cellular Policy) for Mobile Cellular Licences, where the assignment of spectrum is linked to a set of licence conditions, the associated fees will consist of two parts. The spectrum price for national mobile cellular licences will be determined through auction.

The spectrum price resulting from the auction will also be used as a benchmark to determine price per MHz per annum for the existing operators, once they come under the purview of this policy. The mobile licensees will pay the PTA, in addition to the spectrum administration fee and the spectrum price, an annual licence administration fee (the regulatory fee) to reasonably cover the cost of regulation. The annual regulatory fee shall not exceed 0.5 per cent of last year's gross revenue, minus inter-operator and related PTA/FAB-mandated payments.

Administrative fees for radio spectrum will be set to recover the cost of administration of that spectrum. The total income generated

from administrative fees for the whole spectrum should recover the reasonable operational costs by the FAB incurred while managing, licensing and policing that spectrum. Spectrum price for line of site links will be limited to the administration fees.

However, we note from a decision of the PTA dated 23 July 2019 that the PTA has decided, inter alia, that, the fee for the renewal of a licence shall be US\$39.5 million per MHz for a frequency spectrum of 900MHz and US\$29.5 million per MHz for a frequency spectrum of 1800MHz. Licences that require renewal shall be done on a technology neutral basis, subject to payment of a renewal fee to be calculated in accordance with a per-MHz price as provided above. The terms and conditions relating to enhanced quality of service and coverage of network shall be finalised in line with applicable regulatory practice and the Telecom Policy 2015.

Flexibility in spectrum use

3 Do spectrum licences generally specify the permitted use or is permitted use (fully or partly) unrestricted? Is licensed spectrum tradable or assignable?

The FAB has exclusive authority to allocate and assign portion off the radio frequency spectrum to the government, providers of telecommunications services and telecommunication systems, radio and TV broadcasting operations, public and private wireless operators and others. The band plans are formulated based on ITU Radio Regulations and best international practices, thereby allocating potions of radio frequency spectrum to different services. Spectrum licences generally specify the permitted use for the same.

Spectrum is granted as part of a licence issued by the PTA, and shall be personal to the licensee and shall not be assigned, sub-licensed to or held on trust for any person without the prior written consent of the PTA.

Ex-ante regulatory obligations

4 Which communications markets and segments are subject to ex-ante regulation? What remedies may be imposed?

The PTA has decided to identify operators with SMP status to prohibit them from abusing their dominant positions through anti-competitive practices and promote fair competitions in the sector. Pursuant to section 4(d) and 6 (e) of the PTA Act, the PTA is required to promote and ensure competitive telecommunications services throughout Pakistan and to encourage fair competition in the telecommunication sector. If the PTA determines that a licensee possesses SMP in a relevant market, the licensee shall comply with orders of the PTA that are intended to promote competition in respect of that relevant market or markets ancillary thereto.

The Fixed Line Tariff Regulations 2004 (the Tariff Regulations) provide, inter alia, that non-SMP operators are free to set and revise their tariffs at any time and in any manner they like, provided that they inform the PTA about their proposed tariffs 30 days before the applicability of new tariffs. The PTA may make amendments to the tariffs of non-SMP operators where the tariffs.

The PTA Rules provide that an operator 'shall be presumed to have SMP when it has a share of more than 25 per cent of a particular telecommunication market'. The PTA has the authority to extend the SMP status to operators with less than 25 per cent market share or to relieve those with more than 25 per cent of the status after a comprehensive analysis of the market.

Pursuant to the Interconnection Guidelines 2004 (the Interconnection Guidelines), all operators are obliged to provide interconnection to other operators desiring to interconnect. The operator with SMP is obliged to prepare and submit its reference interconnect

Structural or functional separation

5 Is there a legal basis for requiring structural or functional separation between an operator's network and service activities? Has structural or functional separation been introduced or is it being contemplated?

There are no requirements for a structural separation between the network and service activities of an operator.

Universal service obligations and financing

6 Outline any universal service obligations. How is provision of these services financed?

Every licence granted under the Act may contain conditions requiring the licensee to contribute to the Research and Development Fund and Universal Service Fund (USF). Persons who have been issued a licence to provide telecommunications services are required to pay a USF charge limited to 1.5 per cent of gross revenue, minus interoperator and related PTA/FAB mandated payments as determined by the government.

The federal government has also created a Research and Development Fund (the R&D Fund). Persons who have been issued a licence to provide telecommunications services have to contribute 0.5 per cent of gross revenue, minus inter-operator and related PTA/FAB mandated payments, to the R&D Fund.

Number allocation and portability

7 Describe the number allocation scheme and number portability regime in your jurisdiction.

Licences of the PTA are eligible to apply for allocation of number capacity, as per the Number Allocation and Administration Regulations 2005 (the 2005 Regulations). Numbering is a finite national resource and must be managed prudently to ensure that the numbering resource is adequate to support existing telecommunications services and has enough capacity for the introduction of new networks and services as they become available.

The PTA Act mandates the PTA to develop and manage a national numbering plan for the provision of a wide range of efficient telecommunications services in Pakistan. Under the plan, the leading digit defines the service or network for the use of a particular numbering range. The structure of the national numbering plan complies, as far as possible, with the ITU-T Recommendations E.164.

The plan defines number ranges and their assignment to various telecommunications services, including PSTN and Wireless Networks, international direct dialling, emergency and special services such as voicemail, carrier identification and selection codes, and Intelligent Network (IN)-based services. Numbers beginning with the digit '0' are reserved for national and international services. Level '0' is used as an escape code for long-distance (national) dialling and for access to other networks, namely, mobile, IP-based services, while '00' is assigned to international direct dialling for all telecommunication users in the country, irrespective of their service provider and as such shared by all service providers.

Numbers starting with the leading digit '1' are reserved for short codes and access to intelligent network-based services. Short codes for emergency services, customer services and carrier selection also start with the digit '1'. Some short codes are three digits long while others are four digits long, depending on their use. The country is subscriber number consists of six, seven or eight digits. A National Significant Number is 10 digits long in all cases. The leading digits '01' and '03' are assigned to cellular mobile operations with a twodigit network access code and eight-digit subscriber number. Twenty mobile operators can launch their services, while each operator can hold a theoretical base of 100 million customers.

The leading digits '05' and '06' are reserved for future services. The leading digit '07' is reserved for IP-based services, while the leading digit '08' is assigned to free phone and new non-geographic services. The leading digit '09' is assigned to premium rate services and new non-geographic services. A local loop licensee may request geographic and non-geographic numbers from the PTA, as well as short codes, in accordance with the national numbering plan developed by the PTA, for use in the provision of licensed services in the areas concerned.

The licensee can allocate individual numbers to customers from the blocks allocated to it by the PTA, and shall maintain suitable records of its utilisation of numbering capacity, subject to the following conditions:

- the blocks of numbers and short codes allocated to the licensee, and the individual numbers allocated by the licensee to its customers, are a national resource; and
- the allocation of a number does not confer ownership of the number to the customer.

However, an allocation conveys an ongoing right of use and an expectation of at least a three-month notice period, should it be necessary to withdraw or change allocated numbers.

Pursuant to the Mobile Number Portability Regulations 2005 (the Portability Regulations), all operators shall make mobile number portability available to their subscribers as per the Portability Regulations. However, the local loop licensee shall not be required to make available number portability to its customers or other operators unless the PTA so requires. Every recipient operator shall keep and maintain records of the application forms of those subscribers who have requested porting for at least six months, for inquiry by concerned donor operators or examination by the PTA. The operators are required to maintain usage records, including, where available, called and calling numbers date, duration, time and the called number cell with regards to usage made on its central data bases for a rolling 12 months, for security by, or as directed by, the PTA or as required by any law enforcement or intelligence agency.

Customer terms and conditions

8 Are customer terms and conditions in the communications sector subject to specific rules?

In terms of the PTA Rules, all licensees are required to make available to their customers a set of standard terms and conditions that will apply to its contractual relationships with its customers when providing those customers with line rental, terminal equipment and any form of telecommunications services. The licensee shall also file a copy of all those standard terms with the authority prior to entering into agreements with its customers on those terms.

The above condition shall not prevent the licensee from negotiating and entering into an agreement with any customer for the provision of any licensed service on terms that are not the standard terms and conditions, or that have not been filed with the authority.

Net neutrality

9 Are there limits on an internet service provider's freedom to control or prioritise the type or source of data that it delivers? Are there any other specific regulations or guidelines on net neutrality?

Currently, there are no specific laws relating to net neutrality in Pakistan. There is no formal law guaranteeing net neutrality in the country. For instance, while the Broadband Quality of Service Regulations 2014 allow the PTA to keep checks on ISPs to maintain network availability and link speed, these indicators are not grounded in net neutrality. So while ISPs have to maintain certain speeds, there is no requirement for internet speech to be uniform and non-discriminatory for all content.

Platform regulation

10 Is there specific legislation or regulation in place, and have there been any enforcement initiatives relating to digital platforms?

On 28 January, the federal cabinet approved the Citizens Protection (Against Online Harm) Rules 2020, a set of regulations on social media content, without public consultation, which attracted criticism from different segments of society. The Asia Internet Coalition had written a letter to Prime Minister, while Google, Facebook and other tech giants threatened to abandon Pakistan regarding the rules. Owing to the same, the implementation of the rules has been suspended and the consultation and review process initiated.

Additionally, the PTA, being the telecom regulator in Pakistan, will implement policies to block websites with blasphemous, un-Islamic, offensive, objectionable, unethical and immoral material. In this regard, PTA as and when directed by the federal government can direct or require its licensees to implement IP/URL blocking and filtering protocols.

Having stated the above, whoever with dishonest intention gains unauthorised access to any information system or data; gains unauthorised access to, copies or otherwise transmits or causes to be transmitted any data; interferes with or damages or causes to be interfered with or damages any part or whole of an information system or data; or interferes with or damages, or causes to be interfered with or damaged, any part or whole of a critical information system, or data, shall be punishable with imprisonment, under the Prevention of Electronic Crimes Act 2016 (the PECA).

The provisions of PECA are not only specific to the licensees of PTA, but the scope of PECA extends to every citizen of Pakistan, wherever he or she may be, and also to every other person for the time being in Pakistan. The same also applies to any act committed outside Pakistan by any person, whereby the act constitutes an offence under PECA and affects any person, property, information system or data in Pakistan.

For the purposes of the above:

- the term 'information system' includes electronic system for creating, generating, sending, receiving, storing, reproducing, displaying, recording or processing any information; and
- the term 'data' includes any representation of fact, information or concept for processing in an information system including source code or a programme suitable to cause an electronic system for creating, generating, sending, receiving, storing, reproducing, displaying, recording or processing any text, message, data, voice, sound, database, video, signals, software, computer programs, any forms of speech, sound, data, signal, writing, image or video, to perform a function or data relating to a communication indicating its origin, destination, route, time, size, duration or type of service.

Further, PECA provides that a service provider shall, within its existing or required technical capability, retain its specified traffic data (data

relating to a communication indicating its origin, destination, route, time, size, duration or type of service) for a minimum period of one year or such period as PTA may notify from time to time and, subject to the production of a warrant issued by the court, provide that data to the investigation agency or the authorised officer whenever so required.

For the purpose hereof, 'service provider' means a person who:

- acts as a service provider in relation to sending, receiving, storing, processing or distributing any electronic communication, or the provision of other services in relation to electronic communication through an information system;
- owns, possesses, operates, manages or controls a public switched network or provides telecommunications services; or
- processes or stores data on behalf of such electronic communication service or users of such service.

Service providers are required to retain traffic data by fulfilling all requirements of data retention and its originality, as per the provisions of the PECA.

Next-Generation-Access (NGA) networks

11 Are there specific regulatory obligations applicable to NGA networks? Is there a government financial scheme to promote basic broadband or NGA broadband penetration?

There are no specific regulations targeted at next-generation access in Pakistan; however, the PTA's strategies are evolving to address the new emerging digital priorities of Pakistan. With 5G on the global horizon, the government of Pakistan issued a policy directive for the introduction and trials of 5G wireless networks in Pakistan. The PTA is in the process of finalising a framework and will be holding consultation session with all the stakeholders in the near future.

Data protection

12 Is there a specific data protection regime applicable to the communications sector?

There is no specific data protection regime in Pakistan. However, a personal data protection bill has been uploaded by the MOITT on its website for stakeholder comments before it is tabled before the Parliament. The definition of the term 'personal data' therein has been widened to include, inter alia, any information that relates directly or indirectly to a data subject, whereby a data controller shall (when once the law is promulgated) be required to provide to the data subject in written notice, the legal basis for the processing of personal data and time duration for which the data is likely to be processed and retained thereafter. However, since the law has not yet been promulgated, the requirements thereunder are not yet applicable.

All licensees of the PTA are required to take all reasonable steps to ensure that those of its employees who obtain, in the course of their employment, information about customers of the licensee or about the customer's business (Customer Information), observe the provisions of a code of practice on the confidentiality of Customer Information (the Confidentiality Code). Such Confidentiality Code is required to be prepared by the licensee in consultation with the PTA and shall specify the persons to whom Customer Information may not be disclosed without the prior consent of that customer; and regulate the Customer information that may be disclosed without prior consent of that customer.

The PTA, in exercise of its powers under the PTA Act, has framed the Telecommunication Consumer Protection Regulations 2009, which is the principal consumer protection legislation that applies specifically to telecom service providers.

The highlights of the same are as follows:

- ability of a consumer to choose an operator and services as per their choice, including the provision of services to such a consumer on a fair, transparent, efficient, and non-discriminatory manner;
- a consumer is to be provided with uninterrupted service, subject to certain technical exceptions;
- requirement of due notice in the case of suspension, withdrawal or disconnection of services by operators to a consumer;
- protection of a consumer against operators engaging in unfair commercial practices;
- operator to disclose to end users the price, terms and conditions of the service, and protection to a consumer against unilateral changes in tariff;
- requirement on operators to establish and maintain robust complain handling and resolution mechanisms; and
- operator required to maintain confidentiality of consumer's data or information.

Cybersecurity

13 Is there specific legislation or regulation in place concerning cybersecurity or network security in your jurisdiction?

The current legal framework for cybersecurity is governed by the PECA. The purpose of the PECA is to control the increasing number of cybercrimes in Pakistan, and to control the offences related to information systems. It provides mechanisms for the investigation, prosecution and trial of electronic crimes.

The PECA provides that the unauthorised access or the unauthorised copying or transmission of data or an information system with the intent of injury, wrongful gain or wrongful loss or harm to any person shall be treated as a punishable offence. Further, the PECA provides that a service provider shall, within its existing or required technical capability, retain its specified traffic data (data relating to a communication indicating its origin, destination, route, time, size, duration or type of service) for a minimum period of one year or such period as the PTA may notify from time to time and, subject to the production of a warrant issued by the court, provide that data to the investigation agency or the authorised officer whenever so required.

For these purposes, the term 'service provider' includes a person who:

- acts as a service provider in relation to sending, receiving, storing, processing or distributing any electronic communication, or the provision of other services in relation to electronic communication through an information system;
- owns, possesses, operates, manages or controls a public switched network or provides telecommunications services; or
- processes or stores data on behalf of such electronic communication service or users of such service.

Service providers are required to retain traffic data by fulfilling all requirements of data retention and its originality, as per the provisions of the PECA.

Big data

14 Is there specific legislation or regulation in place, and have there been any enforcement initiatives in your jurisdiction, addressing the legal challenges raised by big data?

None.

Data localisation

15 Are there any laws or regulations that require data to be stored locally in the jurisdiction?

There are no specific laws that regulate data protection in Pakistan, and while the PECA criminalises unlawful or unauthorised access to information or data, or copying or transmission of critical infrastructure data, it too does not regulate data protection in Pakistan. However, a personal data protection bill has been uploaded by the MOITT on its website for stakeholder comments before it is tabled before the Parliament. The same provides that personal data shall not be transferred to any unauthorised person or system. If personal data is required to be transferred to any system located beyond territories of Pakistan or system that is not under the direct control of any of the governments in Pakistan, it shall be ensured that the country where the data is being transferred offers personal data so transferred shall be processed in accordance with this Act and, where applicable, the consent given by the data subject.

Further, all licences granted by PTA generally, inter alia, contain provisions to the effect that the licensee shall keep confidentiality of the message transmitted over the licensee's system and shall not divulge the contents of any message or part thereof to any person not entitled to become acquainted with the system and shall conform to the rules and regulation. Licensees are required to take all reasonable measures to prevent information about its subscribers, including information about their business, other than directory information, from being disclosed to third parties, including the licensee's own subsidiaries, affiliates and associated companies. A licensee shall be permitted to disclose information about a subscriber where the licensee has clearly explained to the subscriber the nature of the information to be disclosed; the recipients of the information to be disclosed; and the purpose for the disclosure, and the subscriber has provided licensee with consent to such disclosure.

Key trends and expected changes

16 Summarise the key emerging trends and hot topics in communications regulation in your jurisdiction.

The rapid growth in mobile data traffic and consumer demand for enhanced mobile broadband have led to an increasing emphasis on the upcoming fifth generation of mobile technology (5G). Seen as a comprehensive wireless-access solution with the capacity to address the demands and requirements of mobile communication for IMT-2020 and beyond, it is projected that this technology will operate in a highly heterogeneous environment and provide ubiquitous connectivity for a wide range of devices, new applications and use cases.

MEDIA

Regulatory and institutional structure

17 Summarise the regulatory framework for the media sector in your jurisdiction.

Pakistan Electronic Media Regulatory

The Pakistan Electronic Media Regulatory Authority (PEMRA) was established under the Pakistan Electronic Media Regulatory Authority (the PEMRA Ordinance), and has the mandate to regulate the establishment and operation of all broadcast media and distribution services, which are regulated in terms of the PEMRA Ordinance and the rules and regulations framed thereunder (the PEMRA Laws). PEMRA regulates the distribution of foreign and local TV and radio channels in Pakistan

PEMRA shall have the exclusive right to issue licences for the establishment and operation of all broadcast media and distribution services, provided that this exclusive right shall be used by PEMRA in conformity with the principles of fairness and equity applied to all potential applicants for licences, whose eligibility shall be based on prescribed criteria notified in advance. In the case of radio, television and multichannel multipoint distribution service (MMDS) broadcast station licences, this shall be done through an open, transparent bidding process if the number of applications exceeds the number of licences to be issued by PEMRA. No person or entity can engage in broadcasting or CTV operation except after procuring a licence issued by PEMRA. For purposes of the foregoing:

- 'broadcast media' includes such media that originate and propagate broadcast and prerecorded signals by terrestrial means or through satellite for radio or television and includes teleporting, provision of access to broadcast signals by channel providers and such other forms of broadcast media as the PTA may allow, with the approval of the federal government; and
- 'distribution services' includes a service that receives broadcast and prerecorded signals from different channels and distributes them to subscribers through cable, wireless or satellite options and includes cable TV, Local Multipoint Distribution Service, MMDS, direct-tohome (DTH) and such other similar technologies.

The relevant government ministry regarding telecommunications services is the Ministry of Information, Broadcasting, National History and Literary Heritage (Pakistan).

PEMRA shall issue licences for broadcast media and distribution services in the following categories, namely:

- international- and national-scale stations;
- provincial-scale broadcasts;
- local area or community-based radio and TV broadcasts;
- specific and specialised subjects;
- distribution services; and
- uplinking facilities, including teleporting and digital satellite news gathering.

Ownership restrictions

18 Do any foreign ownership restrictions apply to media services? Is the ownership or control of broadcasters otherwise restricted? Are there any regulations in relation to the crossownership of media companies, including radio, television and newspapers?

Yes, a licence shall not be granted to:

- · a person who is not a citizen of Pakistan or resident in Pakistan;
- a foreign company organised under the laws of any foreign government;
- a company the majority of whose shares are owned or controlled by foreign nationals or companies whose management or control is vested in foreign nationals or companies; or
- any person funded or sponsored by a foreign government or organisation.

Licensing requirements

19 What are the licensing requirements for broadcasting, including the fees payable and the timescale for the necessary authorisations?

PEMRA

A person who is issued a licence under the PEMRA Ordinance shall:

- ensure the preservation of the sovereignty, security and integrity of the Islamic Republic of Pakistan;
- ensure the preservation of the national, cultural, social and religious values and the principles of public policy as enshrined in the Constitution of the Islamic Republic of Pakistan;

- ensure that all programmes and advertisements do not contain or encourage violence, terrorism, racial, ethnic or religious discrimination, sectarianism, extremism, militancy, hatred, pornography, obscenity, vulgarity or other material offensive to commonly accepted standards of decency;
- comply with rules made under the PEMRA Ordinance;
- broadcast, if permissible under the terms of its licence, programmes in the public interest specified by the federal government or PEMRA in the manner indicated by the government, or, as the case may be, PEMRA, provided that the duration of such mandatory programmes does not exceed 10 per cent of the total duration of the broadcast or operation by a station in 24 hours, except if, by its own volition, a station chooses to broadcast such content for a longer duration;
- comply with the codes of programmes and advertisements approved by PEMRA and appoint an in-house monitoring committee, under intimation to PEMRA, to ensure compliance with the Code;
- not broadcast or distribute any programme or advertisement in violation of copyright or any other property right;
- obtain a no-objection certificate (NOC) from PEMRA before the import of any transmitting apparatus for broadcasting, distribution or teleporting operation; and
- not sell, transfer or assign any of the rights conferred by the licence without prior written permission of PEMRA.

Pursuant to the PEMRA Ordinance, any person desirous of obtaining a licence for establishment and operation of broadcast media or a distribution service shall apply to PEMRA in such manner and form as may be prescribed. The PEMRA shall process each application in accordance with prescribed criteria and shall hold public hearings in the respective provincial capitals of each Province, or as the case may be, in Islamabad, before granting or refusing the licence. Each application shall be accompanied by such fee as the PTA may prescribe. A licence shall be valid for a period of five, 10 or 15 years subject to payment of the annual fee prescribed from time to time. The PTA may renew a licence on such terms and conditions as may be prescribed and in case of refusal to renew a licence reasons shall be recorded in writing.

PEMRA may also grant permission to a distribution service licensee for running of in-house distribution channel subject to such terms and conditions and payment of fee and other charges as the PTA may prescribe, provided that only Pakistani content shall be distributed on such channel.

PEMRA regulates the traditional distribution platforms, whereas the Pakistan Telecommunication PTA, in addition to PEMRA, jointly regulates internet-based platforms.

Every application form shall be accompanied by a non-refundable application processing fee as set out in Schedule-B of the Pakistan Electronic Media Regulatory Authority Rules 2009 (the PEMRA Rules). Applications for the grant of a licence shall, in the first instance, be short listed by adopting the following criteria:

- financial viability;
- technical feasibility;
- financial strength;
- credibility and track record;
- majority shareholding and management control shall vest in Pakistani nationals;
- prospects of technical progress and introduction of new technology;
- market advancement, such as improved service features or market concepts;
- · contribution to universal service objectives; and
- · contribution to other social and economic development objectives.

PEMRA shall, within 100 days from the date of its receipt, take a decision on the application for the grant of a licence subject to clearance from the Ministry of Interior and frequency allocation by the Frequency Allocation Board (FAB) in relevant cases. PEMRA shall prescribe procedures for an open and transparent bidding in such cases where number of the applicants is likely to exceed the number of licences which PEMRA has fixed for that category or subcategory.

PEMRA shall, if it is satisfied that the applicant fulfils the criteria, and has paid the prescribed fee and other charges, if any, grant licence to the applicant. Every licensee shall follow the general terms and conditions as set out in Schedule-C of the PEMRA Rules.

Each successful applicant shall, within time prescribed by PEMRA and before the issues of the licence, deposit the applicable licence fee and make a security deposit, if applicable, as set out in Schedule-B. The security deposit shall be refundable after the expiry of one year of operation of the station to the satisfaction of PEMRA.

Foreign programmes and local content requirements

20 Are there any regulations concerning the broadcasting of foreign-produced programmes? Do the rules require a minimum amount of local content? What types of media fall outside this regime?

Licensees of PEMRA, pursuant to the terms of their licence, are required to carry all channels of the National Broadcaster and all licensed satellite TV and foreign satellite TV channels having landing rights permission of PEMRA. Such licensees, under all circumstances, shall provide 'basic service', which includes a bouquet of satellite TV channels as determined by PEMRA comprising channels with religious, educational, informational, news and entertainment content. A licensee shall be restricted to carry or relay only those foreign satellite TV channels that have obtained necessary landing rights permission of PEMRA for 'landing' into Pakistani territory. A licensee may not discriminate against any licensed TV channel or landing rights permission holder in offering its broadcast or distribution platform.

Licensees of PEMRA, pursuant to the terms of their licence, are required to offer at least one basic service package (this means the free-to-air television channels of the national broadcasters, noncommercial educational and health-related TV channels licensed by PEMRA and such other free-to-air television channels as determined by PEMRA to be distributed by a distribution service licensee to its subscribers against a fixed minimum monthly subscription fee) that includes the must-carry channels (this means the channels of national broadcasters, non-commercial educational channels licensed by PEMRA and such other free to air television channels as determined by PEMRA to be distributed by the distribution networks including IPTV networks to its subscribers), for which it does not charge a subscription fee at a rate higher than the maximum fee prescribed by PEMRA.

PEMRA has recently issued a notification whereby airing of Indian content has been banned. Further, airing programmes that are a production of international entities requires prior approval from PEMRA. PEMRA has also prohibited the broadcast media or distribution service operator from broadcasting or rebroadcasting or distributing any programme or advertisement if PEMRA is of the opinion that such particular programme or advertisement is against the ideology of Pakistan or is likely to create hatred among the people or is prejudicial to the maintenance of law and order, or is likely to disturb public peace and tranquillity or endangers national security or is pornographic, obscene, vulgar or offensive to the commonly accepted standards of decency.

Web TV and OTT distribution falls outside this scope.

Advertising

21 How is broadcast media advertising regulated? Is online advertising subject to the same regulation?

Broadcast media advertising is also regulated by PEMRA. Advertisements broadcast or distributed by the broadcast media or distribution service operator shall be required to comply with the PEMRA Laws, and the provisions of the Motion Pictures Ordinance 1979, the rules and code of conduct made thereunder. Advertisements shall also conform to the TV Code of Advertising Standards and Practices in Pakistan and Advertisement Code issued by PEMRA. During a regular programme a continuous break for advertising shall not exceed three minutes and the duration between two such successive breaks shall not be less than 15 minutes. The licensee shall maintain a record and register of the programmes being broadcast or distributed by him or her and shall, for a period of not less than 45 days, preserve such programmes.

Advertisements aired or distributed by a broadcast or cable TV station shall be designed in such a manner that they conform to the laws of the country and are not offensive to morality, decency and religious sects of the people of Pakistan. No advertisement shall be permitted that:

- · promotes or supports sedition, anarchy or violence in country;
- is against any provisions of the Constitution of Pakistan or any other law for the time being in force;
- tends to incite people to crime, cause disorder or violence or breach of law or glorifies violence or obscenity in any way;
- glorifies adultery, lustful passions or alcoholic drinks or the non-Islamic values;
- distorts historical facts, traditions of Pakistan or the person or personality of a national leader or a state dignitary;
- fans racial, sectarian, parochial, regional or class hatred;
- promotes social inequality or militates against concepts of human dignity and dignity of labour;
- · is directed against sanctity or home, family and marriage;
- is wholly or mainly of a religious or political nature;
- contains references that are likely to lead the public to infer that the product advertised or any of its ingredients has some special property or quality that is incapable of being established;
- contains indecent, vulgar, or offensive themes or treatment; or
- contains material that is repugnant to ideology of Pakistan or Islamic values.

The goods or services advertised shall not suffer from any defects that are harmful to human health. Misleading claims about the goods shall not be made. No advertisement that is likely to be seen by children in large numbers should urge children directly to purchase goods of a particular brand or ask their parents to do so. All advertisements must be clearly distinguishable as such and be separate from the programmes, and should not in any manner take the form of news or documentary.

Must-carry obligations

22 Are there regulations specifying a basic package of programmes that must be carried by operators' broadcasting distribution networks? Is there a mechanism for financing the costs of such obligations?

Licensees of PEMRA, pursuant to the terms of their licence, are required to carry all channels of the National Broadcaster and all licensed satellite TV and foreign satellite TV channels having landing rights permission of PEMRA. Such licensees, under all circumstances, shall provide 'basic service', which includes a bouquet of satellite TV channels as determined by PEMRA comprising channels with religious, educational, informational, news and entertainment content. A licensee shall be restricted to carry or relay only those foreign satellite TV channels that have obtained necessary landing rights permission of PEMRA for 'landing' into Pakistani territory. A licensee may not discriminate against any licensed TV channel or landing rights permission holder in offering its broadcast or distribution platform.

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Regulation of new media content

23 Is new media content and its delivery regulated differently from traditional broadcast media? How?

PEMRA has provided on its website Consultation Paper No. Web&OTT/1-2020 in relation to consultation on regulating the Web TV & Over the Top TV (OTT) Content Services.

The consultation paper states that the extensive growth of Web TV and OTT market and the excessive disruption of these services to traditional broad case services have made regulators vigilant all over the world. It further states that it is the responsibility of PEMRA to provide a level playing field to all. Since OTT and Web TV operators are completing for the same advertisement or subscription revenue as the licensed operators, therefore, it is imperative that the services be regulated at par with other services.

'Web TV' refers to broadcast of content either live or recorded made available for viewing of the public through the internet, either free of cost or on payment of a subscription fee. The content to be made available will either be produced by the licensee or he or she shall own its copyright. The service is equivalent to linear TV such as the satel-lite TV channels licensed by the PTA; however, the difference is only in the medium (ie, it is available via the internet). The content shall be in accordance with the Code of Conduct of PEMRA. Web TV shall be considered as a broadcast service. The term 'over-the-top' (OTT) TV refers to content services that are accessible over the internet and can be accessed from any place at any time on private or public internet by users using variety of devices either free of cost or by paying a subscription fee to the service providers. The content to be made available shall be either produced by the licensee or he or she shall own its copyright. The content shall be in accordance with the Code of Conduct of PEMRA available shall be either produced by the licensee or he or she shall own its copyright.

If all or part of the offering of a service provider to viewers is likely to compete with linear TV, and the nature of the content and its access

will lead viewers to expect some sort of regulatory protection, there is a probability that the service being provided is either Web TV or OTT.

If a service is competing for the same viewers or audience as a linear or non-linear TV or broadcast service, then it can be considered OTT or Web TV.

The following examples give some introduction of the types of service that are likely to be considered OTT or Web TV:

- a content streaming service whereby a news or entertainment (eg, movies, dramas, sports, documentaries, regional, science and technology, music and other similar content) is made available via a website either live or recorded that may compete with the linear TV service (the service can be classified as a Web TV service);
- video-on-demand (non-linear content) (ie, movies, music, drama, etc) provided online via a website by a provider exercising editorial control over the content (the service can be classified as an OTT service);
- a pay per view content service via a website whereby the provider, while exercising editorial control, charges the viewer on a perview basis (OTT service);
- a catch-up service, whether programmes are made available from the broadcaster's own website, an online aggregated media player service or through a television platform to a set-top box linked to a television (whether using broadcast 'push' technology or 'pull' video on demand) (an OTT service); and
- a television programme archive service comprising less recent television programmes from a variety of broadcasters or production companies, made available by a content aggregator exercising editorial responsibility over all the programmes, whether via a dedicated website, online aggregated media player service or through a television platform (OTT service).

Services that are primarily non-commercial or non-economic, and that are not in competition with television broadcasting (linear or non-linear TV) may not be classified as OTT or Web TV. This may include public service material, user-generated video content posted by private individuals for non-commercial purposes of sharing and exchange within communities of interest.

It is also possible that part of an overall consumer offering of a service provider constitutes an OTT or a Web TV in its own right. For example, where a service provider offers a movie and television programme download service as part of its broader, non-audio-visual online activities, then such a service may be considered to be an OTT Content Service. More generally, a single outlet or platform (such as a website) can be home to one service or several services.

Digital switchover

24 When is the switchover from analogue to digital broadcasting required or when did it occur? How will radio frequencies freed up by the switchover be reallocated?

PEMRA issued a directive requiring all cable operators in Pakistan to replace analogue cable systems with digital cable TV systems by September 2016 across the country, starting with 12 major cities, at estimated cost of 90 billion rupees. However, PEMRA extended the deadline for local cable operators to switch from analogue to digital cable TV in major cities of Pakistan to the end of May 2017, while the entire urban area of the country was to be digitalised by end of September 2016. The same, however, has not yet been completed on account of litigation initiated against PEMRA regarding auction of DTH licences.

The Pakistan Table of Frequency Allocations is the broadest technical document showing the allocation of bands to various types of

Digital formats

25 Does regulation restrict how broadcasters can use their spectrum?

every few years at the World Radio Communication Conferences.

Spectrum can only be used for the purpose for which is has been assigned to broadcasters by the FAB, unless the licence held by them provides otherwise.

Media plurality

26 Is there any process for assessing or regulating media plurality (or a similar concept) in your jurisdiction? May the authorities require companies to take any steps as a result of such an assessment?

There is no such process available in the public domain. However, a private entity called the Freedom Network independently operates a media ownership monitor for Pakistan. We cannot comment on the correctness of the data that has been reflected on their website.

Key trends and expected changes

27 Provide a summary of key emerging trends and hot topics in media regulation in your country.

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REGULATORY AGENCIES AND COMPETITION LAW

Regulatory agencies

28 Which body or bodies regulate the communications and media sectors? Is the communications regulator separate from the broadcasting or antitrust regulator? Are there mechanisms to avoid conflicting jurisdiction? Is there a specific mechanism to ensure the consistent application of competition and sectoral regulation?

The Pakistan Telecommunication PTA (PTA) is the regulator for the telecom sector in Pakistan and the Pakistan Electronic Media Regulatory Authority (PEMRA) is the regulator for the broadcast, distribution and media sector in Pakistan.

Anticompetitive practices are generally the subject of the Competition Commission of Pakistan (CCP), which is an independent, regulatory, quasi-judicial body that helps to ensure healthy competition between undertakings for the benefit of the economy, in terms of the Competition Act 2010. The CCP prohibits the abuse of a dominant position in the market, certain types of anti-competitive agreements and deceptive marker practices. It also reviews mergers of undertakings that could result in a significant lessening of competition, or that could have the effect of altering market conditions artificially.

The telecommunication and the media regulators are both separate, however, there is an overlap in terms of regulation of these entities from a competition perspective by their own respective regulator (PTA/PEMRA) and the CCP.

Appeal procedure

29 How can decisions of the regulators be challenged and on what bases?

PTA

Yes, the PTA Act inter alia provides that any person aggrieved by any decision or order of the PTA on the grounds that is contrary to the provisions of the PTA Act may, within 30 days of the receipt of such decision or order, appeal to the high court or to any other tribunal established by the federal government for that purpose, in the manner prescribed by the high court for filing the first appeal before the court (or tribunal). the court or tribunal shall decide such appeal within 90 days.

No tribunal has, of yet, been established by the federal government for this purpose; hence, all appeals are made before the relevant high court.

PEMRA

Yes, the PEMRA Ordinance, inter alia, provides that any person aggrieved by any decision or order of PEMRA may, within 30 days of the receipt of such decision or order, prefer an appeal to the high court. Within 24 hours of the decision, PEMRA shall make a copy of its decision or order of revocation of licence available to the licensee for referring an appeal to the high court.

Competition law developments

30 Describe the main competition law trends and key merger and antitrust decisions in the communications and media sectors in your jurisdiction over the past year.

The following approvals for mergers have been granted by the Competition Commission of Pakistan, which are available on its website:

- Acquisition of the entire issued share capital of Warid Telecom (Pvt) Limited by Pakistan Mobile Communications Ltd and amalgamation of Pakistan mobile communications Ltd and Warid Telecom (Pvt) Limited;
- In the matter of Phase II Review of Amalgamation of Pakistan Mobile Communications Limited and Warid Telecom (Private) Limited;
- In the Matter of Phase II Review of Integration of Karachi Stock Exchange limited, Lahore Stock Exchange Limited and Islamabad Stock Exchange Limited;
- In the Matter of Second Phase review acquisition of the Global Vaccines business (excluding influenza vaccines business except in China) from Novartis AG by Glaxosmithkline PLC;
- Acquisition of Business relating to a portfolio of Oncology products (excluding manufacturing) from Glaxosmithkline by Novaris AG;
- In the matter of acquisition of shareholding in M/s. Ferozee1888 Mills Limted by M/s. Liberty Mills Limited; and

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 In the matter of acquisition of shareholding in M/s. Opal Laboratories (Pvt.) Limited by Mr. Danish Elahi from M/s. Wellinnova Life Sciences (Pvt.) Limited.

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