

ANNUAL REPORT

FINANCIAL YEAR ENDED 30 JUNE 2011

EXECUTIVE SUMMARY

The Annual Report for the Office of the Regulator (OOTR) for the period ending June 2011 shows continuing success in creating efficient and well-regulated Information and Communications Technology (ICT) sector.

The focus for the **Corporate Services Division** was the establishment of its first Corporate Plan and equipping the office with the appropriate staff to carry out its increased mandate. Launch of the OOTR's new Logo was the start of its renewed Public Awareness Program. Staffing showed a minimal increase with the appointment of the Principal Consumer Affairs Analysts and Corporate Services made significant advances in institutional strengthening and capacity building. Training continued to be a priority, all staff except the Accounts Clerk, the Receptionist/Office Assistant and Driver, received intensive and extensive training. The improved OOTR website facilitated the process of public consultation which increased over the period.

The year under review was a trying one for the Legal Division in its effort to improve the **Legal Framework**. Challenges included Digicel appeal against Order of the Regulator No 2010/03 and Digicel Breach of Order No. 2010/02.

Digicel filed an appeal against the Order of the Regulator No 2010/03 and the matter though having been heard in March 2011 by the Telecommunications Tribunal the parties still await the outcome. The Regulator determined that Digicel breached Order No. 2010/02, the Tribunal decision in this matter would also impact on follow up action in respect of Order 2010/03.

Consultations were held on several licensing templates, including: Fixed, Retail ISP and prepaid Calling Card services. Consultations were also held in the Broadcast sector for Commercial; non-commercial and Community licences.

Order 2010/01 issued in October 2010 provided for long term interconnection rates with retroactive effect to 1st July 2009.

It was found necessary based on experience gained during the period of operation of the OOTR to propose amendments to the Telecommunications Act 2005. Similarly, amendments to the Broadcast Act were proposed.

The Spectrum and Technical Division in addressing the added responsibility of the OOTR to regulate the Broadcast sector sought to complete the audit of all licences, including

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broadcast and ensure all providers were using approved spectrum and were properly licensed.

The spectrum licence registry showed a total of 83 licences with 61 of them issued in the period July 2010 to June 2011 with major increases shown in Amateur Radio and Land mobile licences.

The Spectrum and Technical division will be focusing next year on in improving spectrum management through increased monitoring and improved processes and procedures. Spectrum management policies, processes and procedures for frequency assignments along with revised frequency allocation tables will form part of the thrust to bring discipline to the sector.

The Samoan National Numbering Plan provides the guidelines for all providers regarding the use of numbers in Samoa. The Plan ensures that the Regulator complies with his responsibility to allocate, reserve, assign, and monitor the use of numbers in Samoa.

The events of 2009 have led the Office of the Regulator to embark on fashioning a complete integrated National Emergency Telecommunications Plan. This plan will form part of the National Disaster Management Plan and when complete will improve the ability of emergency response providers and relevant government officials to communicate during disasters.

The type approval of equipment continues; the OOTR seeks to ensure that all types of telecommunications equipment operating in Samoa are approved. The approval is to ensure that all equipment of the specified type and model will operate safely when connected to the telecommunications networks. Twenty four (24) different products from six (6) different manufacturers were type approved for use in Samoa during the period under review.

There were no major instances of harmful interference and when interference occurred the cause was found to be mainly due to faulty installation practices on the part of the operators.

The Regulatory Division focused on improving the regulatory framework to guarantee better customer protection for consumers in the telecommunications sector addressing long outstanding consumer and provider complaints. The Universal Access Policy was approved by Cabinet and drafting of the Competition Policy commenced.

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The enactment of the new Broadcasting Act 2010 meant that the OOTR now had to raise awareness among participants in the sector of the implications of the Act, this was done through a sensitization workshop with the broadcasters.

One of the major successes of the OOTR during the 2010-11 period was the finalization of the Interconnection regime after extensive consultation and the determination of the fixed and mobile termination rates at 3.3 sene and 17.7 sene per minute, respectively. The rates are retroactive to apply from 2009 and to expire in 2012.

SamoaTel's fixed line rates and Digicel's mobile rates showed no change over the period.

The Financial Review of the OOTR continues to show healthy performance though the method of reporting continues to be misleading. The Government approved a budget of \$1,232,868 for the Office for the period July 2010 to June 2011. As at June 2011, the Office had recorded revenue in the amount of \$3,611,725 and had incurred expenses of \$3,726,456. It therefore appears as a net loss of (\$114,731) due to the fact that a total amount of \$2,182,371 relating to revenue collected has been transferred to the Government's accounts during the year.

Main revenue stream for the Office are from telecommunications licence and radio spectrum fees, accounting for 50.15% and 10.85% respectively. This is in addition to government grants received during the year amounting to 38.53% of its revenue. The balance is represented by application fees. Payment of fees continues to be an issue with invoicing and payments lagging behind due dates. This is largely due to late submission of estimates by providers to allow for invoicing.

Radio spectrum fees collected for the year were \$412,389 paid by licensed radio spectrum users, in accordance with the Radio Spectrum Fee Regulations 2007. An amount of \$123,416 was recorded as outstanding spectrum licence and administration fees.

Long outstanding debts exists and OOTR intends to address this issue by proposing: (i) Give a moratorium period for bad debtors; (ii) Declare these outstanding fees as bad debt and remove from the books of the Office of the Regulator; (iii) Nullify all the relevant licences; (iv) Reissue new licences on payment of licence and spectrum fees.

Operating expenses for the Office of the Regulator is mainly for operational expenses but given the method of reporting where the fees are collected by OOTR then remitted to the Government the expenditure is always increased by the amount remitted by OOTR. This has the perverse effect that the more is collected and remitted then the greater is the

expenditure recorded. The amounts transferred (remitted) to Government represents 58% of the total expenses of the Office.

The focus in 2012 will be to ensure that the staffing complement is increased to meet the new responsibilities of regulating the Postal and Broadcasting sectors and providing reasonably comfortable work space for the staff in a new location.

Continuing with increasing public awareness of the office and its operations public consultations are to be held with a focus on new Regulations and Policies. Special attention is to be placed on Cyber-security and working with partners to ensure that Samoa is equipped to meet this new challenge.

Donnie De Freitas Regulator

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1. INTRODUCTION

1. INTRODUCTION

July 2010 to June 2011 has been a period where the OOTR consolidated its previous gains in regulating the sector while it worked in addressing new challenges posed by having to regulate the broadcasting and postal sectors.

This Annual Report is presented in seven sections, including this introduction, reflecting the internal organization and structure of the Office of the Regulator and supplemented with appendices.

The section on **Corporate Services** addresses the supporting activities that ensure the effective and efficient functioning of the OOTR. Development of Corporate Plan, human resource issues, and an organizational structure to reflect the new responsibilities are highlighted.

The **Legal Framework** reports on the legal challenges faced. There are licensing issues and more importantly challenges to Orders issued by the Regulator. The Telecommunications tribunal heard an appeal by Digicel against the Regulator Order No 2010/03. Experience gained highlighted the need to amend the Telecommunications' Act.

Spectrum and Technical Division highlighted the new challenge of regulating the broadcast sector and the conduct of an audit of all spectrum being used in Telecommunications and Broadcasting. Progress was made in the finalization of a National Emergency Telecommunications Plan and ensuring all telecommunications equipment imported and operated in Samoa are type approved, ensuring safe operation.

The Regulatory and Consumer Affairs Division provides the update on consumer protection initiatives including the commencement of drafting of a Competition Policy. Success in the finalization of a workable interconnection regime and determination of fixed and mobile termination rates are reported.

The Financial Review informs the reader of the revenues from telecommunications licence and radio spectrum fees. Statements of expenditure are provided with the audited Financial Reports.

Proposals for the Financial Year 2011-2012 are provided highlighting major areas of expenditure and initiatives to be completed by the OOTR.

The Appendices include the Register of Telecommunications Licensees, Register of Radio Spectrum Licensees and the Audited Financial Statements.

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2. CORPORATE SERVICES

Corporate Services in the Office of the Regulator combines and consolidates all those support activities that are required throughout the organization. These include finance, administration and human resource development activities.

2.1 CORPORATE PLAN

In March 2011, the Office of the Regulator finalised its first Corporate Plan since establishment in 2006. The Corporate Plan set out Goals, Objectives and Outputs for the financial year ended 2011/2012 and was approved by Cabinet in April 2011.

One of the objectives of the Corporate Plan to increase public awareness was initiated in the current financial year with the Office of the Regulator having a competition to design a new logo for the Office incorporating its Vision and Mission.

The logo competition was a success and the new logo was officially launched in April 2011.

2.2 STAFFING

The staff of the Office of the Regulator comprised of the following eleven (11) personnel as at 30th of June 2011:

The Regulator: Donnie De Freitas Legal Counsel: Elisa Kohlhase Manager Spectrum & Technical Services: Unutoa Auelua-Fonoti Manager Regulatory & Consumer Services: Karen Komiti Principal Spectrum & Technical Analyst: Tuuaga Aviata Principal Spectrum & Technical Officer: Eteuati Eteuati Principal Accountant & Administration Officer: Faalelei Sua Principal Consumer Affairs Analyst: Ipiniu Filipo Accounts Clerk: Etenauga Tanielu Receptionist/Office Assistant: Leleiga Karene Driver: Pio Bell

2.3 APPOINTMENTS

With effect from 6 September 2010, Mr. Ipiniu Filipo was appointed to the position of Principal Consumer Affairs Analyst.

The position of Driver was changed to a permanent position during the financial year, and Mr. Pio Bell was appointed to the position effective 9 June 2011.

2.4 ORGANISATIONAL STRUCTURE

The Organisational Structure for the Office of the Regulator was reviewed in the current financial year to show four divisions headed by Divisional Managers with the fourth division being the Legal Services.

The approved Organisational Structure is reflected in Fig 2.1 below and has been updated to reflect all current positions as at 30 June 2011. Note should be made that the positions of Manager-Corporate Services, Senior Legal Officer, Senior Technical Officer (Broadcasting) & Senior IT Officer were vacant as at 30 June 2011. These positions are expected to be filled within the next 2011/2012 financial year.



Fig 2.1 Organisational Structure of the Office of the Regulator at 30 June 2011

2.5 INSTITUTIONAL STRENGTHENING AND CAPACITY BUILDING

Staff members of the Office of the Regulator attended specialised overseas training already identified for them from the previous financial year. This was to ensure that all employees are adequately equipped to carry out their duties.

Training for the three Divisional Managers remained a priority to ensure that continuity after the contract period of the current Regulator is ended in 2012 is being guaranteed.

Training opportunities were provided through the International Telecommunications Union ("ITU"), the Telecommunications and Postal Reform Project and the Asia Pacific Telecommunity ("APT").

OOTR Representative (s)	Course Attended	Venue	Period
Donnie De Freitas & Elisa Kohlhase			23August - 27 August 2010
Unutoa Auelua Fonoti	APT Workshop on Wireless Broadband for the Pacific	Koror, Palau	31 August – 2 September 2010
Karen Komiti	ITU/PITA Asia Pacific Training Workshop on Introducing and Sustaining Competition in the Telecommunications Sector in the Pacific	Sydney, Australia	7 September – 10 September 2010
Eteuati Eteuati	PITA/NGN Future Telecoms Workshops and the ITU Regional Conformance Assessment and Interoperability for the Asia-Pacific Region	Sydney, Australia	13 September – 17 September 2010
Faalelei Sua	8 th Annual East Asia & Pacific Infrastructure Regulatory Forum	Auckland, New Zealand	29 September – 8 October 2010
Elisa Kohlhase	APT Cybersecurity Forum	Sydney, Australia	16 November – 18 November 2010
Tuuaga Aviata	APT Spectrum Management & Policy training workshop	Seoul, Korea	22 November – 30 November 2010
Donnie De Freitas	i) ITU ICB4PAC Workshop ii) Day 1 of ACMA/ITU International Training Program	Sydney, Australia	3 December – 6 December 2010
Karen Komiti & Ipiniu Filipo	i) ITU ICB4PAC Workshop ii) ACMA/ITU International Training Program	Sydney, Australia	3 December – 10 December 2010
Unutoa Auelua Fonoti	ITU World Radiocommunications Seminar	Geneva, Switzerland	6 December – 10 December 2010
Donnie De Freitas	ITU ICB4PAC Workshop for Cyber Legislation Assessment of the present	Port Vila, Vanuatu	2 March – 4 March 2011

Training provided for the OOTR during the period under review is listed below:

	situation in the Pacific Island Countries		
Unutoa Auelua-Fonoti	ITU/ANFR Workshop for Spectrum Management in the Pacific Island Countries	Noumea, New Caledonia	11 April – 15 April 2011
Donnie De Freitas	ITU ICB4PAC Workshop for International Roaming Assessment of the Present Situation in the Pacific Island Counties	Noumea, New Caledonia	11 April – 14 April 2011
Ipiniu Filipo	ITU ICB4PAC Workshop for Concepts and Techniques of Developing a Universal Access and Service Policy	Tarawa, Kiribati	2 June – 7 June 2011
Unutoa Auelua-Fonoti	APT Workshop on International Mobile Roaming	Hong Kong, China	13 June – 15 June 2011

The Office continues to focus on upgrading interaction with the public through an improved website and making its process of public consultation more interactive and consumer friendly.

3. LEGAL FRAMEWORK

The legal division of the Office of the Regulator continues to be inundated with constant challenges presented to this office by way of appeals lodged, finalising of legal obligations of market participants as well as working in conjunction with providers to ensure that all providers are operating within the confines of the law.

This year has seen Digicel (Samoa) Limited lodge the first ever judicial review application against a decision of the Telecommunications Tribunal and a further appeal against subsequent orders of the Regulator.

On the licensing front, the Office of the Regulator has completed several consultations on licence templates and has issued licences to those providers who have applied for authorisation to provide particular services in the market.

Other achievements include the submission of various proposed amendments to the Act so as to allow the Office of the Regulator to operate more smoothly in the implementation of its functions and duties under the Act.

3.1 LEGAL CHALLENGES

Digicel appeal against Order of the Regulator No. 2010/03

As part of its work program for 2010, the Legal division attempted to assist the Regulator in finalising complaints which had been lodged with the OOTR over a lengthy period of time. One such issue was a complaint lodged by SamoaTel against Digicel's use of LCR units. The Regulator issued a determination on the issue accompanied by Order No. 2010/03. The Regulator determined that there were some aspects of Digicel's behaviour that was contrary to the provisions of the Telecommunications Act 2005 ('Act') and as such issued instructions to Digicel to comply with particular provisions of the same. In response, Digicel filed an appeal against the Regulator and the matter was heard by the Telecommunications Tribunal in March 2011. As at today, the parties are still awaiting a decision from the Tribunal on the issue.

Digicel breach of Order No. 2010/02 – awaiting Tribunal decision before penalising

On 25th October 2010, the Regulator issued a determination in relation to Digicel's digifixed product. The determination was accompanied by Order No. 2010/02 which indicated that Digicel had breached particular sections of the Act; such breaches included the charging of retail rates which had not been approved by the Regulator.

The issues included in Order No. 2010/02 are closely related to those issues contained in Order No. 2010/03 which was subject of the abovementioned appeal. Several correspondences have been exchanged between the OOTR and Digicel with respect to Digicel's blatant disregard of the order. However, due to the nature of the matters involved, the OOTR finds it prudent to await the Tribunal's decision before embarking on the imposition of penalties for breach of Order No. 2010/02.

3.2 LICENSING

The Office of the Regulator continues to work in accordance with the government objective for the telecommunications sector, more particularly, that the market was liberalised as at 1 July 2009 and should foster the development of new technologies and allow for the introduction of new service providers so as to increase the number of telecommunications services available to the public.

In keeping in line with the above objective, the Regulator endeavoured on a number of consultations with respect to establishing licence templates for different services.

Telecommunications Licenses issued in 2010

1.	SamoaTel Limited	-	Fixed services licence
2.	Digicel Samoa Limited	-	Fixed services licence
3.	Digicel Samoa Limited	-	Retail ISP licence
4.	Telecomp Tronics Limited	-	Retail ISP licence
5.	Evocomm Samoa Limited	-	Prepaid Calling Card licence

Furthermore, as a result of the addition of the broadcasting sector onto the mandate of this office, the OOTR has after completion of a broadcasting audit embarked on the drafting of licences pertaining to broadcasting services. As at 30 June 2011, the following licence templates are currently being consulted on –

- 1. Commercial broadcasting licence
- 2. Non-commercial broadcasting licence
- 3. Community broadcasting services licence.

It should be noted that in an effort to ensure the smooth transition of the sector to a regulated environment, the OOTR has confirmed with those broadcasters already in operation that whilst the OOTR is working on completion of licence templates, temporary authorisations shall be issued by the Regulator so as to allow for existing broadcasting services to continue without disruption.

3.3 RULES AND ORDERS

The following Orders were issued in this financial year -

Order No. 2010/01-	Long term Interconnection charges applicable to Di and SamoaTel Limited	igicel (Samoa) Limited
Order No. 2010/02-	SamoaTel refusal to interconnect with Digicel's	Digifixed service
Order No. 2010/03-	Digicel's use of LCR units	
Order No. 2010/04-	Revocation of Telecom Samoa CellularLimited's GSN	M licence
Order No. 2011/01-	Approval of Digicel's digifixed rates	

Reconsideration of Rates as consequence of Tribunal Decision

As a result of the Tribunal decision, the Office of the Regulator has instigated the process of reconsidering the interconnection rates to apply from October 2008 to June 2009. The Regulator completed consultation with the providers and consequently issued Orders No. 2009/02 and No. 2009/03 on 7 October 2009. In November 2009, Digicel (Samoa) Limited lodged an appeal with the Telecommunications Tribunal in relation to the above; such appeal was subsequently withdrawn in January 2010.

Cost Study for the establishment of Long Term Interconnection Rates

Further to some issues raised by the providers in relation to the SBR model, the consultation on the establishment of long terms interconnection rates was extended so that the Regulator could attend to the concerns raised. As a consequence of the cost study and subsequent consultation, the Regulator issued Order No. 2010/01 containing long term interconnection rates which are to be effective from 1 July 2009 (retroactive rates); such order was issued on 1^{st} October 2010.

3.4 REVIEW OF THE ACTS

Proposed Amendment to the Telecommunications Act 2005

There is a need to revamp the provisions of the Telecommunications Act to allow for proper management of the telecommunications sector. The OOTR submitted its initial proposal for the amendments to the Act in June 2010. After discussions with the Office of the Attorney General and a further review of the Act conducted by the OOTR, a revised submission was provided to the Office of the Attorney General in December 2010. At present, the legislative

drafting team at the AGO is still working on finalising the draft Bill. Once the Bill is finalised, the OOTR will initiate consultation with the relevant stakeholders and will incorporate any appropriate changes to the Bill as per comments received from stakeholders. The OOTR is hopeful that these amendments will be finalised and introduced to Parliament for enactment before the end of the next financial year.

Proposed amendments to the Broadcasting Act 2010

When the regulation of the broadcasting sector was handed over to the OOTR in July 2010, the OOTR conducted a review of the Broadcasting Act 2010 and discovered that there were provisions included in the Act that were not suited for regulation of the particular sector. For example, some of the provisions included in the Act had simply been transported from the Telecommunications Act 2005 and did not apply to broadcasting activity. The OOTR recognised that there was a need to address these issues before a regulatory framework for the sector was put in place. Accordingly, the OOTR prepared and submitted to the AGO a list of proposed amendments to the Broadcasting Act 2010. The submission included an explanation as to why the amendments were required. The OOTR has met with the drafting division of the AGO with regard to the proposals and as at 30 June 2011, the OOTR is awaiting the finalisation of the draft Bill before it embarks on consultation with stakeholders.

4. SPECTRUM & TECHNICAL DIVISION

The Spectrum and Technical Division has continued to increase its activities for the financial year 2010/2011 which is continue on from the work activities of the last financial year. It faces with the challenge of organising its work so as to meet the competitive market and the changes in new technology which continue to emerge tremendously in Samoa. Just in August of 2010, Parliament have introduced and passed the Broadcasting Act 2010 which was then transferred to the Office of the Regulator from the Ministry of Communication and Information Technology.

The main focus then was not only for regularizing all existing licensed operators, registering of licensed operators, conduct of resource and frequency audit, numbering audit but also the broadcasting audit of the sector in October and November of 2010. There was also a main focus on the finalisation of some certain policies and plans which technical division will present to Cabinet for Approval and then implementation in the next financial year.

There is regular and continuation of scheduled monitoring of the electromagneticspectrum within the technical division and the results were encouraging as it has been seen that most users are operating within their range of regulatory allowances. Numbering audit has completed but the Plan is intended to formulate in the next financial year due to the introduction of Broadcasting Regulations. Equipment type approval has been ongoing and the standardization of the type approval process is continuing.

4.1 RADIO SPECTRUM LICENCES

The Office of the Regulator continue to issue radio spectrum licenses based on the provisions of the Telecommunications Act 2005, the newly enacted Broadcasting Act 2010 and according to conditions set by the Regulator with the intention that providers will comply. The number of new licenses issued during the financial year 2010/2011 increases tremendously. This is due to the fact Technical Division have increase its efforts to make sure that all users of the spectrum are properly licensed under the law. There were a number of Government Ministries who did not pay their spectrum fees in order for them to receive their licenses.

The following **Table 4.1** describes how the licenses were distributed.

Table 4.1: Distribution	of Radio Spectrum	License by operations	s as at June 2011
	oj nadio opeccian	i License by operations	

Type of License	Period		Total Number of License
	Jul 09 – Jun 10	Jul10 – Jun 11	
Amateur Radio	4	13	17
Broadcasting FM	3	2	5
Fixed Link	4	4	8
GSM Mobile	0	2	2
Aeronautical Aviation	1	2	3
Land Mobile	1	21	22
Ship Station License	5	6	11
Satellite Earth Station	2	3	5
(Rx/Tx)			
Satellite Earth Station	0	2	2
(Rx Only)			
Satellite Earth Station	0	2	2
(Tx Only)			
Broadcasting Television	1	3	4
Broadband WiMax	1	2	2
Total	25	61	83

4.2 SPECTRUM MANAGEMENT

Spectrum as we know is a limited natural resource which has increasing demand from a large and growing number of services such as broadcasting, fixed, mobile, amateur, satellite transmission, emergency telecommunications, meteorology, microwave links, radio based networks and communication services. In addition to creating the necessary framework of the technical services for the liberalization of the market and improvement of clean spectrum, the Technical Division simultaneously undertakes efforts to resolve spectrum-related matters on a range of issues. This include the formulation of the

Spectrum Management Plan which we anticipating it's completion in the next financial year. The Spectrum management Plan includes many plans and policies which will be part of the Spectrum Management Plan for Samoa as a requirement by the Act. The priority of course will be the Spectrum Management Policy It's purpose is to set forth the policies and guidelines for the use of the radio spectrum in Samoa. The intent is to ensure that the principles of good spectrum management would be achieved in order to maximize the efficient use of radio spectrum and to ensure that spectrum is made available for new technologies and services. This plan will include the following documents that will be developed by the Technical Division:-

- Spectrum Management Policy
- Frequency Allocation Table
- TV Frequency Assignment Policy
- Authorisation for Amateur Radio Services
- Radio Regulations
- Internet on Aircraft and Vessels
- 700MHz Band Plan
- GSM & EGSM Band Plan
- Fixed Microwave Band Plan
- VHF & UHF Mobile Services
- Licensing Procedures

Technical Division continued to work on the documents for the Spectrum Management Plan together with the consultations needed. The idea is to spend this whole financial year and the next when needed to develop these documents. Technical Division also anticipated more documents to be added to the Plan given the introduction of Broadcasting to their Work Plan in this financial Year.

4.3 FREQUENCY ALLOCATION

The frequency allocation for Samoa was last reviewed on this financial year as it was part of the Spectrum Management policy already developed and is intent to finalise in the beginning of the next financial year. Technical Division will consult on this policy before finalisation. One of the key features of the Allocation Table is that it sets out the frequency

bands that have been allocated to services and divides the providers into what they needed for their respective services. It is also included in the frequency allocation table the allocation for IMT Technologies including both IMT 2000 (3G) and IMT Advance (4G). We anticipate the issuance of these new licenses for these technologies in the next financial year. Allocation for the Digital Dividend will also be added as the way forward because Samoa will also be looking at the Digital Dividend Spectrum as part of its market in the near future.

There were amended made to the spectrum allocation and assignment tables in order to develop a more detail Samoa National Frequency Allocation Table. This information will be within the framework of the International Telecommunication Union's Radio Regulations and the requirement of the Telecommunications Act 2005 and Broadcasting Act 2010.

4.4 SPECTRUM MONITORING

OOTR Technical Division continues to monitor the Spectrum in all respective services available in Samoa. With the growing demand for radio spectrum in Samoa, spectrum management is becoming one of the most important functions of the Office of the Regulator. Spectrum management requires special considerations to ensure high quality of service and efficient use of radio spectrum in Samoa.

Because of that reason, the Technical Division has requested a portable monitoring equipment to compliment the currently existed equipment. This new equipment contain an additional component to add to the spectrum monitoring equipment currently in use which could expand the scope of information the OOTR could collect for monitoring purposes. The additional piece of equipment was delivered in this financial year. The equipment was procured under the Telecommunication and Postal Reform Sector Project administered by KVA and the Project team.

The Technical and Spectrum Division is now in a good position to monitor and continue on with the monitoring activities both in Upolu and Savaii. This monitoring process is vital to ensuring the complete compliance in the part of services providers and radio communication services to their licenses terms and conditions, but also to investigate complaints of radio frequency interference.

4.4.1 Television Frequency Assignment Policy

The Office of the Regulator has developed this policy in the last financial year and it continues to implement in this financial year. The drive for this policy is due to the fact

that there is a huge demand on the use of VHF band in the Broadcasting sector. OOTR continues to monitor the implementation of this policy given the re-enactment of the Broadcasting Act in this The fact that providers requesting VHF channels are also free to air channels and it needs or provide nation-wide coverage if consumers in many rural areas are to have a choice of programming to watch. Consideration was also given to minimizing inter-network interference problems between networks. The Office of the Regulator will further review this document when needed especially with the introduction of the Digital Dividend worldwide.

4.4.2 Spectrum Management Policy

The Technical Division has developed a Spectrum Management Policy and have since conducted several consultations on the policy. The purpose of this Policy is to set forth the policies and guidelines for the use of the radio spectrum in Samoa. The intent is to ensure that the principles of good spectrum management would be achieved in order to maximize the efficient use of radio spectrum and to ensure that spectrum is made available for new technologies and services, and that further flexibility is preserved to adapt to new market needs. It is also the intention of the OOTR to develop a fair and transparent process for the issuing of spectrum licenses.

It is also the intention of the OOTR to make allocations and assignments based on marketplace demands and other relevant means. This Policy should also promote competition and to ensure that spectrum is available to provide important public benefits.

4.5 NUMBERING

The Samoa National Numbering Plan (Plan) sets out the rules and guidelines for the numbering plan for all types of telecommunication services in Samoa. These rules and guidelines shall apply to all operators and users of the Numbering Plan.

The Plan also describes the current assignment of numbers within the country. All operators have the responsibility to implement numbering schemes that comply with this Plan.

It is the responsibility of the Office of the Regulator to allocate reserve, assign, and monitor numbers and codes used by service providers. Currently numbers are allocated to

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SamoaTel and Digicel who are the only providers providing that public service. The Office of the Regulator has conducted a numbering audit this financial year of all Numbers and Codes used in Samoa for the purpose of improving that service. The Samoa National Numbering Plan has already been developed during this financial year, and hopefully to finalise in the next financial year.

4.6 NATIONAL EMERGENCY TELECOMMUNICATION PLAN

Because of the events in Samoa more particularly, the tsunami that hit the southern part of Upolu Island on the 29th September, the office of the Regulator added on the work plan the development of the National Emergency Telecommunication Plan (NETP). The purpose of the NETP is to improve the ability of emergency response providers and relevant government officials to communicate in the event of natural disasters and other manmade disasters. It further aims to ensure, accelerate, and attain interoperable emergency communications nationwide. The NETP will be an integral part of the National Disaster Management Plan (NDMP). The Telecommunications Act 2005 ('the Act') mandates the formulation of a strategy to address emergency communications shortfalls. The Office of the Regulator is charged with the responsibility of ensuring that such a strategy is established and efficiently implemented when disasters strike. Also to satisfy section 8(1) (n) of the Act, the

This is also applies during periods of natural disasters where we make sure that telecommunications utilization during natural disaster is effective and efficient and that Service Providers should provide the best service as in provision of their service. As a result the Office of the Regulator is working in collaboration with its stakeholders to develop this Plan. The plan has been finalised and consultations have been conducted which the OOTR hope to complete before the next financial year.

4.7 TELECOMMUNICATION EQUIPMENT

The Office of the Regulator continues to type approve telecommunications equipment intended to use for telecommunications services in Samoa. These are the equipment declared suitable for radio communication or for connecting a public radio communication or connecting a public telecommunication network in Samoa. Type approval process

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involves assessing the device/equipment if it is compliance with the Australia and New Zealand Standards and/or if they are ETSI¹ and FCC compliance. To be inline with the requirement of the Telecommunications Act 2005, OOTR has identified the standards used by New Zealand and Australia, ETSI and FCC as the foundation standards for all devices to be use in Samoa. From 1st July 2010 to 30th June 2011, 24 devices have been type approved, a listing of which is provided in **Table 4.2**

Manufacture	Product_	Model_ Number	Approved_Date
	Description		
Research In Motion Ltd	Blackberry	9105	06 July 2010
Research in Motion Lu	Blackberry	9100	06 July 2010
Nokia Australia PTY	Nokia	C1-00	27 July 2010
	Blackberry	9800	23 August 2010
Research In Motion Ltd	Ralink MiniCard	RT5390	09 September 2010
Ralink Technology	Ralink MiniCard	RT5390BC8	10 September
Corporation	Ralink Minicard	RT5392BC8	2010
Johnson Controls Inc	Bluetooth Telematics	CB2-Blue11M	16 September 2010
Nokia Australia PTY	Nokia	CS 11	29 September 2010
Research In Motion Ltd	Blackberry	9780	13 October 2013
	Nokia	C1-02	13 October 2010
Nokia Australia PTY	Nokia	C2-01	28 February 2011
NORIA AUSU dila PTT	Nokia	C1-01	01 March 2011
	Nokia	C2-00	10 March 2011
Research In Motion Ltd	Blackberry	9300	4 April 2011
	Blackberry	Playbook Tablet	4 April 2011
Wireless Approval	Remote Key Less	FT6BCM	19 April 2011
Consultant	Entry		
Nokia Australia PTY	Nokia	X1-01	5 May 2011
	Nokia	C2-02	
	Nokia	C3-00	13 May 2011
	Nokia	X1-00	
USRobotics	Modem	USR3453	23 May 2011
Ralink Technology Corporation	Ralink	RT3290	27 May 2011
Nokia Australia PTY	Nokia	X2-05	23 June 2011

Table 4.2: Equipment Type Approved from 1st July 2010 to 30th June 2011

¹ ETSI – European Telecommunication Standards Institute; FCC – Federal Communications Commission (USA)

4.8 HARMFUL INTERFERENCE

During financial year 2010/2011, there was no major interference reported. There were few ones reported but were due to poor installations on the part of the operators.

Since the creation of the interference forms, the interference reported have been well handled and has saved money and time from attending these interference which was basically happened as a result of poor coordination between service providers.

5. REGULATORY & CONSUMER SERVICES

Activities for the division during the reported period focussed primarily on completing aspects of the regulatory framework relating to consumer protection for the telecommunications sector including: addressing outstanding consumer and provider complaints and the establishment of procedures and processes for handling of complaints; the review of retail tariffs; and the approval of the final draft for telecommunications policy developed in the previous financial period, namely, the Universal Access Policy. It is intended that the draft Competition Policy for Telecommunications Services would be finalized in the next financial period.

Other activities the division was involved included the raising awareness of the newly enacted Broadcasting Act 2010 with radio and television broadcasters; the coordination and development of the Corporate Plan 2010-2012; and the development of new OOTR logo.

5.1 OUTSTANDING REGULATORY ISSUES

During the period under review, the OOTR began addressing a number of outstanding regulatory matters, which dated back to early liberalization period whilst others related directly to legal issues before the Regulator and which required thorough and lengthy consultation for the principles of natural justice and fair process to be administered.

The details of the various regulatory and legal issues that arose from disputes between service providers and which have been resolved are reported under the Legal Division.

The OOTR intends to continue to re-open outstanding cases of complaints from providers during the next financial year, and it is also intended that these would be resolved by the end of the next reporting period.

5.2 CONSUMER COMPLAINTS

The OOTR received a number of complaints during the reported period, some of which remain in the passage of its complaints resolution process. It is expected these complaints will be resolved in the next review period.

5.3 TELECOMMUNICATIONS TARIFFS

5.3.1 Wholesale Rates

During the period under review, after a series of consultations with telecommunications providers, namely Digicel and SamoaTel, the Regulator issued Order 2010/01 determining

the final fixed and mobile terminating rates at 3.3sene per minute for fixed ("FTR"), and 17.7sene per minute for mobile ("MTR").

Such rates are to apply from the period 2009 and expire in 2012.

It is intended that the OOTR would begin process for review of the approved FTR and MTR in two (2) years from the effective date of the Order, starting in the next financial period.

5.3.2 Retail Tariffs and Pricing

SamoaTel fixed line rates remain unchanged during the reported period. Table 5.3.2(a) presents the rates charged by SamoaTel to its fixed-line customers by call type during the 2010/2011 financial year.

Table 5.3.2(a): Retail prices for fixed-line services charged by SamoaTel during the
reported financial year 2010/2011.

Destination	2010 Price per minute		2011 Price per minute		
Destination	Peak	Off-peak	Peak	Off-peak	
Local calls	\$0.05	\$0.05	\$0.05	\$0.05	
National calls	\$0.19	\$0.19	\$0.19	\$0.19	
To SamoaTel GoMobile	\$0.36	\$0.36	\$0.36	\$0.36	
To Go HomeZone	\$0.05	\$0.05	\$0.05	\$0.05	
To Digicel Mobile	\$0.67	\$0.67	\$0.67	\$0.67	

Prices are in ST and exclude VAGST. Source: <u>http://www.samoatel.ws</u>.

Tables 5.3.2(b) and 5.3.2 (c) present Digicel tariffs rate for pre-paid and postpaid services charged during the 2010/2011 financial year. Digicel retail rates remain unchanged during the reported period.

Following the Order of the Regulator issued in June 2011, Digicel is expected to increase its retail rates for Digifixed services effective in the next reporting period.

Table 5.3.2(b): Retail prices for pre-paid mobile services offered by Digicel during the2010/2011 financial year.

Description	2010 Price	per minute	2011 Price per minute	
Prepaid plans	Peak	Peak Off-peak		Off-peak
Classic Flex				
Digicel Mobile	\$0.61	\$0.22	\$0.61	\$0.22
Fixed-lines	\$0.61	\$0.22	\$0.61	\$0.22
Go Mobile	\$0.70	\$0.43	\$0.70	\$0.43
Digifixed	\$0.22	\$0.22	\$0.22	\$0.22
Anytime Flex				
Digicel Mobile	\$0.39	\$0.39	\$0.39	\$0.39
Fixed-lines	\$0.39	\$0.39	\$0.39	\$0.39
Go Mobile	\$0.61	\$0.61	\$0.61	\$0.61
Digifixed	\$0.22	\$0.22	\$0.22	\$0.22
TXT Flex				
Digicel Mobile	\$0.61	\$0.61	\$0.61	\$0.61
Fixed-lines	\$0.61	\$0.61	\$0.61	\$0.61
Go Mobile	\$0.70	\$0.70	\$0.70	\$0.70
Digifixed	\$0.22	\$0.22	\$0.22	\$0.22
DigiFixed Flex				
Digicel Mobile	\$0.37	\$0.37	\$0.37	\$0.37
Fixed-lines	\$0.16	\$0.16	\$0.16	\$0.16
Go Mobile	\$0.31	\$0.31	\$0.31	\$0.31
Digifixed	\$0.16	\$0.16	\$0.16	\$0.16

Prices are in ST and exclude VAGST

Source: <u>http://www.digicelsamoa.com</u>

Table 5.3.2(c): Retail prices for post-paid mobile services offered by Digicel during the
2010/2011 financial year.

Post-paid plans	2010 Price per minute		2011 Price per minute	
	Peak	Off-peak	Peak	Off-peak
All Postpaid Plans (Except Digifixed)				
Digicel Mobile	\$0.29	\$0.29	\$0.29	\$0.29
Fixed-lines	\$0.29	\$0.29	\$0.29	\$0.29

Go Mobile	\$0.29	\$0.29	\$0.29	\$0.29
Digifixed	\$0.16	\$0.16	\$0.16	\$0.16
DigiFixed Plans				
Digicel Mobile	\$0.31	\$0.39	\$0.31	\$0.39
Fixed-lines	\$0.16	\$0.39	\$0.16	\$0.39
Go Mobile	\$0.31	\$0.61	\$0.31	\$0.61
Digifixed	\$0.16	\$0.22	\$0.16	\$0.22

Prices are in ST and exclude VAGST

Source: http://www.digicelsamoa.com

SamoaTel and Digicel retail rates remain unchanged despite the lowered fixed and mobile terminating rates as per order 2010/01 issued by the Regulator in October 1st 2010.

5.3.3 Retail Tariffs Audit

The OOTR recognized that the issuance of the new and lower interconnection rates should mark the beginning of a more vigorous regulatory analysis of the retail rates currently charged to consumers.

To this end, the sector-wide audit was initiated during the period under review aimed at gauging retail rates charged to consumers and to ensuring they were aligned with the cost-based mobile and fixed termination rates as determined by the Regulator. Equally importantly, the OOTR intended to ensure during the exercise that pursuant to the provisions of the Act, all tariffs, rates and charges for telecom services have indeed received approval from the Regulator. Providers in particular who have been designated as dominant providers in a particular service market, by law are required to submit a schedule of their retails rates and obtain the requisite Regulator's approval prior to charging these rates.

The analysis of retail tariffs for all tariffs charged to consumers in all telecommunications markets is expected to be completed during the next period of review.

During the period under review, the OOTR approved Digifixed Rates for Digicel's Fixed Wireless Service in Order 2011/01; details of the rates are provided in the Table 5.3.2(b). It is intended that during the next reporting period, that the OOTR would develop Guidelines for the filing and approval of tariffs to provide guidance for providers on the relevant approval and notification procedures for tariffs, as part of the establishment of the general regulatory framework for competition in the markets.

5.4 UNIVERSAL ACCESS

5.4.1 Universal Access Policy

The final Universal Access Policy was approved by Cabinet in May 2011.

5.4.2 Universal Access Fund

Funding of a pilot project under the universal access program was considered under the Telecommunications and Postal Sector Reform Project ("TSRP") funded by the World Bank. However, the closure of the TPSRP in October 2010 meant that the OOTR could not source funding for the implementation part of the pilot. The OOTR had tried to source USD100k from the Asian Development Bank during discussions with the Bank in October 2010 but unfortunately, the OOTR was also advised that such funds were not available.

The OOTR must now look at other options in order to fund the for the implementation phase of the universal access pilot project. In accordance with section 21 of the Act, this includes the establishment of a Universal Access Fund which will be used to subsidise the net costs of providing universal access to presently unserved and underserved areas of Samoa.

5.5 COMPETITION POLICY

During the period under review the OOTR started the draft Competition Policy in consultation with the Ministry of Communications and Information Technology (MCIT), and the MCIL on a proposed structure for policy and specific responsibilities for OOTR relating to telecom services under the Policy. Such policy draft is expected to be completed in the next review period and submitted for consultations.

5.6 BROADCASTING AWARENESS WORKSHOP

The establishment of the Broadcasting Regulator as the current Telecommunications Regulator followed the passing by Parliament of the Broadcasting Bill 2010.

Within the period under review the OOTR engaged broadcasters of radio and television in a workshop aimed at sensitizing them on the role of the Broadcasting Regulator and their regulatory obligations under the new legislation, the Broadcasting Act 2010.

The main objective of the workshop was to deepen the understanding of providers in the broadcasting sector, of their statutory obligations under the Broadcasting Act for the provision of broadcasting service and efficient usage of radio spectrum frequencies for the transmission of these services.

6. FINANCIAL REVIEW

6. Financial Review

The Government approved a budget of \$1,268,868 for the Office for the period July 2010 to June 2011. Additional assistance from the government for the amount of \$122,678 was received during the year to purchase the spectrum analyser equipment, funded by the World Bank's Telecommunications and Postal Sector Reform Project.

As at June 2011, the Office had recorded revenue in the amount of \$3,611,725 and had incurred expenses of \$3,726,456. It therefore realised a net loss of (\$114,731). A total amount of \$2,182,371 relating to revenue collected has been transferred to the Government's accounts during the year.

6.1 REVENUE

The key sources of revenue for the Office are telecommunications licence and radio spectrum fees, accounting for 50.15% and 10.85% respectively. This is in addition to government grants received during the year amounting to 38.53% of its revenue. The balance is represented by application fees.

6.1.1 Telecommunications Licence Fees

The Office was only able to invoice telecommunications licence fees of \$500 for the year ended June 2011. However an estimated amount of \$1,810,851 was included in the financial statements to account for telecommunications fees that would have been invoiced during the period. It comprises the fees payable by licensed telecommunications services providers, in accordance with the Telecommunications Licence Fee Regulations 2007.

6.1.2 Radio Spectrum Fees

The total amount invoiced as radio spectrum fees for the year was \$412,389. It comprises the fees payable by licensed radio spectrum users, in accordance with the Radio Spectrum Fee Regulations 2007.

As at the end of the financial reporting period, there was \$123,416 recorded as outstanding spectrum licence and administration fees. A provision for doubtful debts is included in the financial statements for the amount of \$81,095 to address the issue of licence fees that have been long outstanding.

In addition to the issue of outstanding licence fees for land mobile operators relating to prior financial years, OOTR intends to address the issue of all other long outstanding spectrum licence and administration fees. All these long outstanding amounts need to be

6. FINANCIAL REVIEW

reconsidered and the Office proposes to:(i) Give a moratorium period for bad debtors;(ii) Declare these outstanding fees as bad debt and remove from the books of the Office of the Regulator;(iii) Nullify all the relevant licences;(iv) Reissue new licences on payment of licence and spectrum fees.

6.2 EXPENDITURE

In the 2010/2011 financial year, the usage of the Office's income was primarily limited to operating expenses.

In the financial year ended 30 June 2011, 58% of the total expenses of the Office is represented by income collected and transferred to Government.

As reflected in 6.1, approximately 31% of the organisation's expenses for the year comprised salaries, wages and allowance for staff members, and depreciation of assets.

The segment labelled "Other", which accounted for approximately 8% of the total expenditure; include payments towards advertising, audit fees, electricity charges, internet costs, loss on disposal of fixed assets, bank charges, subscription to publications and other miscellaneous operating expenses.



Figure 6.1: Distribution of expenses for the year ended 30 June 2011

6.3 FINANCIAL AUDIT REPORTS

The report of the Audit Office, Government of Samoa, has been supplied as Appendix C of this report. Note should be made that as at 30 June 2011 the audit exercise did not include examination of financial statements and accounts in respect of the Universal Access Fund, as the fund has not yet been established.

7. PROPOSALS FOR THE FINANCIAL YEAR 2011-2012

7. PROPOSALS FOR THE FINANCIAL YEAR 2011-2012

7.1 INTRODUCTION

The OOTR understands that in light of the existing economic situation government will in the coming year seek to limit expenditure and increase fiscal prudence by all government institutions. The increased mandate of the OOTR with two new Acts however means that a small budgetary increase would be justified. The focus in 2012 will be to ensure that the staffing complement is increased to meet the new responsibilities of regulating the Postal and Broadcasting sectors and providing reasonably comfortable work space for the staff in a new location. The Office of the Regulator also proposes to increase the public awareness of its operations and to address the growing concerns of cyber threats.

7.2 STAFFING STRUCTURE

The OOTR will propose a new organizational structure to the Public Service Commission with additional positions that are crucial to the OOTR meeting its obligations.

7.3 OFFICE RELOCATION

Present accommodations are inadequate to serve the present and future needs of the OOTR. Proposals would be made for relocation of the offices to Mulinuu. The OOTR proposes to renovate a vacant building at Mulinuu (old SBC headquarters) to serve as the new Headquarters of OOTR. The property is under the responsibility of the Ministry of Natural Resources and the Environment and The OOTR will cover cost of renovation to be repaid over the period of a long term lease.

7.4 PUBLIC AWARENESS

The OOTR proposes to increase the public awareness of the office and its operations and as part of its program to increase public consultations are to be held with a focus on new Regulations and Policies. Thirteen (13) public consultations for Regulations and Policies will be scheduled for 2012.

7.5 CYBER-SECURTITY

Special attention is to be placed on Cyber-security and working with partners to ensure that Samoa is equipped to meet this new challenge. The OOTR has held discussions with The Attorney General's Office to host in Samoa an International Telecommunications Union workshop on Cyber security in Apia. This would allow for those in the front line to

7. PROPOSALS FOR THE FINANCIAL YEAR 2011-2012

detect and prevent cybercrime would be better prepared. Follow up activities from the workshop would include additional training for "Training of Trainers".



Register of Telecommunications Licensees

for the year ended 30 June 2011

Fixed Licence

• SamoaTel Limited

GSM Licences

- Digicel (Samoa) Limited
- SamoaTel Limited
- Telecom Samoa Cellular Limited

Retail Internet Service Provision Licences

- Bear Systems International Limited
- Computer Services Limited
- Datec Samoa Limited
- iPasifika Limited
- Lesa's Telephone Services Limited
- SamoaTel Limited
- Telecomp Tronics Limited

Wholesale Internet Service Provision Licence

• SamoaTel Limited

International Gateway Licences

- Digicel Samoa Limited
- SamoaTel Limited
- WiMax Samoa Limited

Submarine Cable Licence

• Samoa American Samoa (SAS) Cable Limited

Prepaid Calling Card Licence

• Evocomm Samoa Limited

Register of Radio Spectrum Licensees

for the year ended 30 June 2011

Register of Spectrum Licensees for Television Broadcast

- Samoa Quality Broadcasting Limited
- R & M Meredith Family Trust (TV2)
- Worship Centre
- Apia Broadcasting Ltd (TV3)
 - Register of Spectrum Licensees for Maritime Radio (Ship Station)
- Samoa Shipping Corporation
- Samoa Shipping Service
- Leckie McDonald

Register of Spectrum Licensees for Land Mobile Radio

- Apia Export Fisheries/ Apia Export Fish Packers
- Australian High Commission
- Apia Concrete Products
- Blue Bird Lumber
- Betham Brothers Enterprises
- Central Bank of Samoa
- JICA Office
- Le Vai Limited
- Ministry of Commerce Industry and Labour

- Ministry of Finance
- National Provident Fund
- Samoa Shipping Corporation
- Samoa Land Corporation
- Lauvi Parataiso
- Wong Chiu Taxi Stand
- Worship Centre
- Tonu Peleseuma
- Red Cross Society

Register of Spectrum Licensees for FM Radio Broadcast

- Radio Polynesia
- Aiga Tafesilafai (Catholic)
- Youth for Christ

- Star FM
- Worship Centre

Register of Spectrum Licensees for Fixed Station (Radio)

- Aiga Fesilafai Radio
- Apia Broadcasting (TV3)
- Computer Service Limited
- Digicel (Samoa) Limited
- IPasifika.Net
- Radio Polynesia

Register of Spectrum Licensee for Aeronautical Radio (Aircraft Station)

• Polynesian Airlines

• South Pacific Express

Register of Amateur Radio Licensees

- Atsuo Sakuma
- John Shenstone
- Dr Hranislav Milosevic
- Lance Collister
- Jay Kobelin
- Romanov Aleksey
- Carlos Carcia expired 2014

- Richard Neil Forrester
- Rudolf Blaha
- Stepanov Stevan
- Philip A. Florig
- Carlos Carcia
- John Paul Kenon

Register of Licensees for Satellite Earth Stations (transmit and receive)

- World Health Organisation (WHO)
- Digicel (Samoa) Limited
- Church of Jesus Christ of Latter Day Saints
- Ministry of Natural Resources and Environment

AUDITED FINANCIAL STATEMENTS FINANCIAL YEAR ENDED 30 JUNE 2011