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GATEWAY TRAFFIC MEASUREMENT AND REVENUE ASSURANCE SYSTEM REGULATIONS, 2025,

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IN EXERCISE of the powers conferred on the Minister in charge of Communications and Digital Economy under section 250 of the Information and Communications Act and in consultation with the Authority, these Regulations are made.

PART I – PRELIMINARY

1. Citation

These Regulations may be cited as the Gateway Traffic Measurement and Revenue Assurance System Regulations, 2025.

2. Interpretation

In these Regulations, unless the context otherwise requires –

"Act" means the Information and Communications Act 2009

"Authority" means the Gambia Public Utilities Regulatory Authority;

"authorized" in relation to an officer or employee of the Authority, means a person authorized by the Director General to exercise the powers or perform the duties in respect of which an authorized person is required to perform;

"billable service records" means information generated by networks electronic systems such as billing, recharge platforms or third-party platforms regarding subscriptions to network operators' services (e.g. bundle purchase, Value-Added service activation/renewal ...)

"by-pass" means the routing of international calls by a licensed network operator or an international carrier to a third party outside of any contractual obligations or beams dedicated to domestic interconnection;

"CEIR" means Central Equipment Identity Register;

"CDR" means call detail records generated by telephone exchanges / billing which contain detailed information about traffic, recharges or telecom service purchase originating from, terminating at or passing through the exchange or billing;

"CLI" means caller line identification;

"communications" means telecommunications, data communication, radio communications and postal communications and includes broadcasting;

"communications networks" means all the ways of providing communication services between a number of locations where communications equipment provides access to these services;

"communications traffic" means a profile of signs, signals, writing, images and sounds or intelligence of any nature flowing within a communications network;

"EIR" means Equipment Identity Register;

"fixed minimum rate" means the minimum rate prescribed in Schedule 1 of these Regulations;

"gateway" means the switching system through which communications traffic is sent and received, with provision for allowing physical monitoring of traffic flow;

"IBCS" means Interconnect Border Control System;

"IMEI" means International Mobile Equipment Identity;

"licensee" means a person who owns, operates or provides an Information and Communications network or electronic communications service under a licence granted under the Act;

"market watch services" means a business intelligence insight into emerging key market and technology trends affecting the information and communication technologies infrastructure and network computing technologies in the marketplace;

"Management fees" means the fee prescribed by the Authority and imposed on operators to meet the operational cost of the Gateway Traffic Measurement and Revenue Assurance System.

"Minister" means the Minister in charge of communications and digital economy;

"monitoring" means observation and keeping records of communications traffic, recharges or telecom service purchase for the purpose of facilitating regulatory activities stipulated under these Regulations;

"operator" means a person who owns, operates or provides a regulated information and communications system or information and communications service;

"Revenues" means the realized and deferred income (e.g. prepaid recharge sales) generated through the business activities of the monitored service providers;

"Revenue Assurance" means the tools and processes allowing the Authority to validate that the Telecom Sales and Revenues declared adequately reflect the volumes monitored on the service providers' networks;

"traffic" includes domestic and international voice, data and SMS.

"third party" means any entity outside of the Authority or its authorized representative;

"SIM" means Subscriber Identity Module.

3. Application

These Regulations apply to all operators and licensees of information and communications networks or electronic communications services in The Gambia.

4. Objective of the Regulations

The objective of these Regulations is to establish a framework to regulate the Gateway Traffic Measurement and Revenue Assurance System to ensure thorough monitoring and effective regulation of communications traffic in The Gambia by –

- (a) granting the Authority sufficient regulatory tools to enable it to fulfill its mandate under the Act;
- (b) granting Government through its agencies to monitor communications use and fulfill any other security requirements by authorized persons;
- (c) enabling the Authority to ensure the generation of reliable information and communications technologies statistics for communications traffic, devices, sales and

revenues;

- (d) detecting and eliminating fraud in the communications networks in the Gambia;
- (e) empowering the Authority to effectively monitor compliance with the quality-of-service parameters;
- (f) ensuring fair competition through an intelligent network monitoring system and services for monitoring of the gateway;
- (g) ensuring effective regulation of gateways and their optimum use by operators;
- (h) promoting even and fair practice in international transit and roaming practices among operators;
- (i) verifying and validating the returns of operators and licensees in The Gambia; and
- (j) enhancing local and international traffic revenue assurance and international market watch services.

PART II – POWERS OF THE AUTHORITY

5. Powers of the Authority

- (1) The Authority shall mainly monitor communications traffic, devices, sales and revenues through the Gateway Traffic Measurement and Revenue Assurance System.
- (2) For purposes of sub-regulation (1), the Authority shall –
- (a) acquire, install, operate and maintain data collection/monitoring devices and signaling at the premises of the operator;
- (b) acquire, install, operate and maintain data collection/monitoring devices at onsite premises housing an operator's network equipment where such a situation exists;
- (c) verify the returns of operators; and
- (d) request for data and carry out inspection of the premises of the operators.

PART III – GATEWAY TRAFFIC MEASUREMENT AND REVENUE ASSURANCE SYSTEM CAPABILITY

- 6. Gateway Traffic Measurement and Revenue Assurance System capability
 - (1) The Gateway Traffic Measurement and Revenue Assurance System shall have the capability to –

- (a) track, detect and block bypass fraud through an anti-fraud system and services for all international incoming and outgoing traffic;
- (b) track, detect and block bypass fraud through an anti-fraud system and services for all domestic traffic;
- (c) monitor compliance of operators with quality-of-service parameters set by the Authority on the monitored traffic links;
- (d) generate reliable statistics for domestic and international communications traffic including terminal identification details, mobile money transaction information and SIM card profiles;
- (e) generate reliable statistic for revenues and related revenue assurance key performance indicators on the telecommunication networks;
- (f) monitor any other traffic associated with value added services; and
- (g) conduct data recovery operations of data.
- (2) The Gateway Traffic Measurement and Revenue Assurance System shall work independently without directly interfering with the operations of operators.

7. Interconnect Border Control System installation and capacity

- (1) Every operator shall facilitate the installation of the Interconnect Border Control System in their networks for the purposes of the Gateway Traffic Measurement and Revenue Assurance System.
- (2) The Interconnect Border Control System monitoring hardware and software shall only collect raw Call Detail Records in such a way that makes it physically impossible to record, monitor or tap into the content of any electronic communication.

PART VI- FRAUDULENT TRAFFIC

8. Fraudulent traffic

- (1) Communications traffic shall be considered fraudulent where
 - (a) it is managed by an entity without a license or without the required authorisation for the management of communications traffic issued by the Authority under the Act;
 - (b) it is managed by an operator without declaring it to the Authority;
 - (c) it is managed by an operator but charged at a rate below the minimum termination rate prescribed in Schedule 1 of these Regulations;
 - (d) it is managed by an operator by using wrongful or criminal deception in order to obtain a financial or personal gain;

- (e) it is unauthorized traffic generated by operators or their agents or carriers and transmitted to or within The Gambia without revenue being levied and collected by a licensed operator;
- (f) calls are being made to inflate payments;
- (g) there is unauthorized traffic where the income received by an operator is from illegally discounted calls to customers; or
- (h) there is any fraudulent or unauthorized act as may be determined by the Authority.

9. Regulatory surveillance on fraudulent communications traffic

- (1) The Authority shall conduct regulatory surveillance to detect and eliminate fraudulent communications traffic.
- (2) The Authority shall, where there is fraudulent trafficking, direct or order the operator to do any of the following –
- (a) effectively carry out or comply with any fraud surveillance obligations; whether national or international;
- (b) disclose any fraudulent SIM;
- (c) provide for a balance reporting on fraudulent SIM;
- (d) deactivate any fraudulent SIM; and
- (e) share detection of any other fraud or other criminal activity with the Authority or law enforcement for further action.
- (3) The acceptance of and termination of communications traffic shall be subject to the terms of the operator's license, regardless of the routing protocol used and any termination or delivery by any person or body corporate without a license shall be considered fraudulent.
- (4) Operators may deliver and terminate communications traffic to either customers of their own network or to customers of other operators with whom they have an interconnection agreement for the provision of transit or roaming service.
- (5) Traffic by-pass is not permitted and must be blocked and reported to the Authority by any network operator.
- (6) Network operators may block traffic without a CLI or with a modified CLI.
- (7) The Authority may conduct on-site inspections to establish compliance with CLI.
- (8) Network operators shall not terminate fraudulent international communications traffic on their network or networks of other operators.

(9) Network operators shall charge transit fees or charges for international communications traffic determined by an interconnection and access agreement between the network operators.

PART V- APPLICABLE RATES AND FEES FOR THE OPERATION OF THE GATEWAY TRAFFIC MEASUREMENT AND REVENUE ASSURANCE SYSTEM

10. Fixed minimum termination rates

- (1) Every operator shall comply with the Fixed Minimum Termination Rate prescribed in Schedule 1 of these Regulations.
- (2) An operator shall –
- (a) only charge the minimum termination rate per minute as specified in Schedule 1 to these Regulations for termination of international voice telecommunications and information communication and technology traffic in The Gambia;
- (b) impose a higher premium or block on all international inbound traffic without proper calling line identification presentation in order to encourage carriers to comply with International Telecommunication Union calling line identification presentation recommendations and standards; and
- (3) An interconnection agreement between the network operators shall determine transit fees or charges for international incoming traffic.
- (4) The revenue collected from the minimum rate for the international incoming traffic shall be distributed among the operator, the Authority and the Government as may be determined from time to time.

11. Management fees

- (1) The Authority shall collect from every operator a management fee prescribed in Schedule 1 of these Regulations, which shall be a percentage of the revenue generated from the communications traffic.
- (2) An operator shall declare to the Authority the revenue collected in each month under sub-regulation (1).
- (3) Where an operator fails to declare the revenue collected, or where the Authority is not satisfied with the declaration made by the operator, the Authority may verify the amount declared by the operator.
- (4) An operator shall, with effect from the date of implementation of the Gateway Traffic Measurement and Revenue Assurance System by the Authority, file a return and remit the management fees due to the Authority by the 15th day after the end of each month.

- (5) The return filed by the operator under sub-regulation (4) shall include –
- (a) the total number of calls made or received over the network, at the granularity level set by the Authority;
- (b) the number of minutes carried over the network, at the granularity level set by the Authority;
- (c) the Management fee;
- (d) the amount due; and
- (e) the period of the return.

12. Billing

- (1) The Authority shall bill and collect from the operator money due as a result of the minimum rate of all international incoming electronic communication traffic.
- (2) The Authority shall be responsible and accountable for the further use of the money collected within the law governing its function, operation and mandate.
- (3) An invoice by the Authority to each operator shall have the following components:
 - (a) The number of calls;
 - (b) The number of minutes;
 - (c) The amount owed based on the percentage;
 - (d) The due date for payment
- (4) Network operators shall honour bills and invoices in their entirety and payment shall be made not later than fifteen days after their issue date.
- (5) Any query relating to an invoice shall be raised and communicated to the Authority within seven working days from the date of receipt and all such queries shall be addressed within seven working days.
- (6) In the event of a late payment to the Authority by an operator, then the Authority will apply a penalty of 5% of the amount due.

13. Revenue Sharing

The revenue generated from the gateway shall be shared as may be prescribed.

PART VI- SPECIFIC OBLIGATIONS

14. Operators obligations

(1) Every operator shall ensure the proper availability and functioning of their EIR within their core network for synchronization with the CEIR of the Authority.

- (2) Every operator shall provide the Authority with the following information—
 - (a) the raw files generated by the network elements including the exchange, billing, recharge platform and other business support systems related to the traffic, sales, revenues and device compliance monitoring parameters. The collection of these datasets shall be automated:
 - (b) the data dictionary describing the raw files data schema and type of detailed records;
 - (c) the business rules set on the operator's network to generate accurate reports on traffic, sales, revenues and device compliance monitoring;
 - (d) Upon the Authority's reconciliation request, the reports on recharges, revenues, or service subscriptions, including bundle purchases and value-added service activations, relating to the parameters monitored by the Authority.
 - (e) the total number of minutes and revenue of the termination of international inbound communications traffic including transit communications traffic in their own network which shall provide the statistics of international incoming communications traffic of calls completed on their own network and calls completed on third party networks;
 - (f) statements by international carriers or operators of the communications traffic terminated in The Gambia or invoices sent to international carriers or operators;
 - (g) the number of minutes and revenue of communications traffic terminated to each international carrier contracting the termination service with the operator;
 - (h) the CDRs for voice traffic, both for international inbound traffic and for national voice traffic in a format prescribed by the Authority; and
 - (i) any other necessary information related to the management of the operator's network for the provision of voice, SMS and data services, including the network signaling data links, recorded communications traffic, contracts and invoices with other carriers.
- (3) The report and CDRs required under this regulation shall be submitted to the Authority before the 15th day after the end of each month.
- (4) The CDRs submitted under sub-regulation (3), shall be subject to a comparison and verification process by the Authority or an authorized representative of the Authority.
- (5) An operator shall allow the Authority or an authorised person to
 - (a) conduct surveys to facilitate the implementation of connectivity requirements for the Gateway Traffic Measurement and Revenue Assurance System;
 - (b) carry out actual connectivity of the Gateway Traffic Measurement and Revenue Assurance System to the operators' networks;

- (c) monitor, in real time, any communications traffic related information; and
- (d) inspect and audit the operator's network,
- (6) Any site survey conducted by the Authority or its authorised representative under subregulation (5) shall be done together with or in the presence of the operator or an authorised representative of the operator.
- (7) An operator shall keep all signaling data necessary for the management of communications.
- (8) The signaling data referred to under sub-regulation (6) shall include the origin, destination, service information, time and path of the call over a dedicated link, in such a way that the dedicated link shall not carry any other data and in particular, the content of communications, location information for mobile services or SMS.
- (9) An operator shall notify the Authority at least two weeks before any planned creation, removal of links, internet protocol addresses or circuits; In the case of migrations or upgrades affecting the raw files processed in the Authority's monitoring system, the operator shall notify the Authority at least one month in advance, except for emergency interventions reasonably justified to the Authority.
- (10) All operators must permit the Authority to audit their networks for purposes including, but not limited to, the reconciliation process between the operators, the Authority, and any relevant third party.
- (11) All operators must permit the Authority or authorized representatives of the Authority to monitor any traffic-related information in real time.
- (12) The Authority will carry out audits to verify the accuracy of any information provided through the Gateway Traffic Measurement and Revenue Assurance System.

15. Fees charged by operators

- (1) An operator shall, in addition to any other specific obligations, in charging rates, have the following obligations
 - (a) charge international carriers the fixed minimum rate per minute prescribed by Schedule 1 of these Regulations for the termination of international communications traffic in The Gambia; and
 - (b) charge transit traffic fees at the rate specified in the agreement between the operator and international carriers and submit copies of all carrier agreements to the Authority.
- (2) the transit traffic fees charge for international communications traffic referred to under sub-regulation (1) (b), shall be determined and agreed upon by, and entered into by agreement between the operators and international carriers.

16. Monitoring process

- (1) The Authority shall monitor, for each operator
 - (a) the monthly trend of communications traffic in The Gambia; and
 - (b) the parameters relating to quality of service on the monitored links and fraud detection.
- (2) The Authority shall collect any information from the operators in order to ascertain, inter alia, quality-of-service and volume of traffic carried over the network of the operators.
- (3) in monitoring communications traffic, the operator shall
 - (a) allow the Authority or any entity acting on behalf of the Authority to install and maintain necessary equipment in, on, upon or at the network premises of the operator;
 - (b) collaborate by providing all the required support and space as may be determined by the Authority for the installation of the monitoring system in the premises of the operator; and
 - (c) facilitate points of interconnection for links between the Authority's monitoring system installed at the operator's switch or billing centres and the Authority's main operating centre.
- (4) The Authority shall, in monitoring communications traffic, ensure that the signaling and Revenue Assurance data is
 - (a) processed and stored exclusively for the purpose of monitoring compliance with the license obligations;
 - (b) stored in a secure and encrypted mode;
 - (c) processed and stored through the right security measures and stored only for the duration necessary for the purpose of monitoring compliance with the licence obligations; and
 - (d) not transmitted or given to third parties except as permitted by law.

17. Installation and safety of devices

- (1) An operator shall exercise due care for the safety of the devices installed.
- (2) Where an installed device is tampered with, destroyed or damaged by the operator, the operator shall
 - (a) pay for the cost of replacement of the device tampered with, destroyed or damaged device; and

- (b) pay to the Authority the amount prescribed by the Authority under regulation 8(1)(c) based on the previous highest returns plus 10% of the returns during the period the device remains tampered with, destroyed or damaged.
- (3) Where a device interferes with the operator's network, all concerned parties shall, in good faith, take reasonable measures to resolve the problem.
- (4) The Interconnect Border Control System and any collocation device, for the purposes of the Gateway Traffic Measurement and Revenue Assurance System, shall not cause any interference to the network operators' equipment, plant, facilities, and networks or to the equipment of and other operator in the collocation space, including during the installation of the Interconnect Border Control System equipment.
- (5) Subject to sub-regulation (5), where any interference may occur, all concerned parties shall, in good faith, take reasonable measures to resolve the problem promptly.
- (6) Procedures relating to physical access to and the inspection of the collocation space and equipment by the Authority or its authorized representatives shall be determined at the time of the installation of the Interconnect Border Control System or any related communications traffic measurement, anti-fraud and detection systems and any other equipment.
- (7) Where there is any direct damage to the collocation plant, network equipment or facilities, arising out of or during the course of installation, operation, maintenance, replacement or repair of the collocated facility or network in the premises of an operator, the damage shall be reported to the Authority and the network equipment or facility shall be, subject to any agreement, rectified without delay.
- (8) The Authority or its authorized representative shall be responsible for the operation or maintenance of its collocation equipment or as may be mutually agreed with an operator.
- (9) The Authority and operators shall ensure that their staff observe and comply with all applicable or specified safety rules issued by the Authority.

18. Service suspension

Every operator shall comply with the directives of the Authority to suspend service to carriers and entities managing international inbound voice traffic in a period of twenty-four hours for reasons in connection with or matters affecting any of the provisions or the implementation of these Regulations.

19. Compliance order

The Authority may, in implementing these Regulations, issue compliance orders or directives to operators and they shall be bound to comply.

20. Restriction on disclosure of information

The Authority shall not disclose any information received or obtained during the exercise of

its powers or performance of its duties, except where the information is required by a law enforcement agency, court of law or with the consent of the parties.

PART VII- SERIOUS BREACHES

21. Acts and omissions constituting serious breach

The following acts by operators or their representatives constitute serious breaches of the obligations imposed by these Regulations –

- (f) the provision of international inbound voice and data services without a licence;
- (g) the termination of all international communications traffic, including transit traffic at a price below the minimum rate prescribed in Schedule 1 under regulation 8 (1)(c);
- (h) the refusal or delay by an operator to collect and pay to the Authority, the Management fees prescribed in Schedule 1 under regulation 11(1);
- (i) the refusal by an operator to meet the transparency obligations prescribed by these Regulations;
- (j) the refusal or obstructive acts or omissions on the part of an operator to allow the installation of an Interconnect Border Control System or any equipment for monitoring under these Regulations;
- (k) the failure by network operators to file or register an interconnection and international carrier agreements with the Authority; or
- (l) the failure by an operator to achieve any of the transitional conditions or comply with any requirement identified by the Authority during the course of the transitional period.

PART VIII — OFFENSES AND SANCTIONS

22. Sanctions

(1) Where an operator contravenes a provision of these Regulations or a directive or order of the Authority, the Authority may impose administrative fine(s) on that operator as specified in the Authority's Enforcement Regulations.

23. Repeated breaches

- (1) Repeated breaches under regulation 21 shall be penalized by the Authority with the greater of the following two amounts—
- (a) three times the benefit obtained with the action defined as a breach; or
- (b) a payment of 10% of a verified billable amount as may be determined by the Authority.

- (2) Where an operator increases its tariff or service fees for the minimum termination rate for international communications traffic, it shall be liable to pay a penalty three times the sum of the value of the increase to the Authority.
- (3) Where an operator reduces its tariff or service fees to be below the fixed minimum rate for international communications traffic, it shall be liable to pay a penalty three times the sum of the value of the actual prescribed minimum rate to the Authority.

PART IX — MISCELLANEOUS

24. Effective implementation of Gateway Traffic Measurement and Revenue Assurance System

The Authority may, for effective implementation of the Gateway Traffic Measurement and Revenue Assurance System and handling of the possible impacts on other regulatory measures or processes –

- (a) consider and adopt new operator interconnection billing standards and settlement procedures;
- (b) develop a new operator support and supervision agreement for the control of international traffic flows, including regional traffic, in and out of The Gambia;
- (c) define the technical terms and conditions of support and supervision among the operators as well as the mechanisms for the supply, maintenance and operation of The Gambia's signaling control systems;
- (d) establish revenue assurance benchmarks;
- (e) consider the planning, operation and maintenance of all parts of the Gateway Traffic Measurement and Revenue Assurance System for purposes of supervision and management of national and international traffic in The Gambia; and
- (f) provide technical assistance and training in the management of interconnection management systems and infrastructure for the purposes of these Regulations.

25. Implementing the Regulations

- (1) The Director General of the Authority shall establish a special committee for purposes of implementing or ensuring compliance with these Regulations especially in the overall required monitoring for service quality and compliance with license terms.
- (2) The membership of this special committee shall comprise a representative of each network operator, a representative of any of PURA's independent contractors working on the Gateway Traffic Measurement and Revenue Assurance System and as many representatives of the Authority and members of other public or private entities as are appointed.
- (3) The Director General shall be the chairperson of this special committee provided that he or she may delegate a staff member of the Authority to act on his or her behalf at certain times.
- (4) The Authority shall maintain a database for the purposes of these regulations.

(5) All other matters relating to dispute resolution arising out of or in the course of the implementation of these Regulations and not sufficiently catered for or addressed by these Regulations shall be determined by the relevant laws and particularly the dispute resolution mechanism of the Authority.

26. Amendment

The rates and percentages in the Schedule to this Regulation may be amended by the Authority periodically based on the sector's circumstances.

27. Transitional provisions

Every network operator shall, within sixty days after the coming into force of these Regulations-

- (a) cause a review and amendment of their existing carrier agreements;
- (b) file with the Authority, all their amended interconnection and carrier agreements;
- (c) reach an agreement with the Authority on all matters relating to the colocation of any Gateway Traffic Measurement and Revenue Assurance System equipment;
- (d) enter into an agreement with the Authority, where applicable, on all the required network and service parameters for the purposes of these Regulations;
- (e) assist the Authority's representatives in the conduct of any survey for the purposes of these Regulations;
- (f) secure an identified place or space for connection and collocation of the Interconnect Border Control System;
- (g) identify all requirements for the connectivity of the Interconnect Border Control System to the switch and networks of the concerned operators;
- (h) establish and complete a network with a functional and operational Gateway Traffic Measurement and Revenue Assurance System; and
- (i) carry out any other thing or requirement identified by the Authority required for the effective and efficient implementation of the Gateway Traffic Measurement and Revenue Assurance System.

SCHEDULE 1

Minimum Termination Rate for Voice Traffic & Management Fees

Regulations 10 & 11

- (1) The Minimum Termination Rate for International Incoming Traffic for voice is set at \$0.32 per minute.
- (2) The US\$0.32 per minute is devised as a levy to be shared between Operators and the relevant Government parties.
- (3) The Minimum Termination Rate for international incoming voice traffic from ECOWAS member states is \$0.16 per minute.
- (4) The Interconnection Rate for local voice traffic is set at fifty bututs per minute.
- (5) The Authority's Management Fees including the repayment for the Gateway Traffic Measurement and Revenue Assurance System is hereby set at 2.2% of the following revenue streams
 - (1) The Prepaid Top-ups, Postpaid and Wholesale revenues of the Telecom Operators;
 - (2) The revenues of FinTech/mobile money operators;
 - (3) The value of the imported mobile phones and any other device requiring IMEI as per the Authority's IMEI Guidelines.

MADE THIS	DAY OF	2

HON. LAMIN JABBIE
MINISTER OF COMMUNICATIONS AND DIGITAL ECONOMY