



Suruhanjaya Komunikasi dan Multimedia Malaysia
Malaysian Communications and Multimedia Commission

PUBLIC INQUIRY

**REVIEW OF THE COMMISSION DETERMINATION ON THE MANDATORY STANDARDS
FOR QUALITY OF SERVICE
(CONTENT APPLICATIONS SERVICES)**

DETERMINATION NO. 4 OF 2002

This Public Inquiry Paper is prepared in fulfilment of Sections 55(2), 55(4), 58 and 61 of the Communications and Multimedia Act 1998.

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PREFACE

The Malaysian Communications and Multimedia Commission (“the Commission”) is hereby holding a Public Inquiry on the proposal of the revision of the Mandatory Standards for Quality of Service (Content Applications Services) (Determination No. 4 of 2002) and invites industry, members of the public and interested parties to participate by submitting written feedback on the questions and issues raised in this Public Inquiry. Written submissions, in both hard copy and electronic form, should be provided to the Commission in full by **12 noon, 06 January 2026** and addressed to:

Malaysian Communications and Multimedia Commission
MCMC Tower 1
Jalan Impact, Cyber 6
63000 Cyberjaya, Selangor Darul Ehsan

Attention : Content Regulation Department
Or E-mail : msqos.cas@mcmc.gov.my

In the interest of fostering an informed and robust consultative process, the Commission may make available extracts of our entire submissions to interested parties. Any commercially sensitive information should be provided under a separate cover and clearly marked “CONFIDENTIAL”.

However, for any party who wishes to make a confidential submission, a “public” version of the submission should also be provided.

Incomplete and/ or late submissions will not be considered.

The Commission thanks the public and all interested parties for their participation in this consultative process and for providing their submissions and feedback.

GLOSSARY

CMA1998	Communications and Multimedia Act 1998 (Act 588)
CASP	Content Applications Service Provider
Commission	Malaysian Communications and Multimedia Commission
CRD	Content Regulation Department
MSQoS CAS	Mandatory Standards for Quality of Service (Content Applications Service)
PI	Public Inquiry

PART A: BACKGROUND

1. INTRODUCTION

- 1.1 The MSQoS CAS was developed to ensure that the CASPs comply with the prescribed quality of service standards, particularly in relation to service availability, billing performance, and general customer complaint handling management.
- 1.2 However, the Commission recognizes the need to revise the MSQoS CAS to reflect current industry practices, technological developments, and evolving customer expectations on service quality.
- 1.3 The proposed review of MSQoS CAS aims to further strengthen customer protection by enhancing the efficiency and responsiveness of complaint resolution mechanisms and aligning regulatory standards with established best practices as well as current service performance benchmarks.
- 1.4 The revised MSQoS CAS will revoke and supersede the existing MSQoS CAS upon formal adoption.

2. MINISTERIAL DIRECTION

- 2.1 Pursuant to the powers conferred by sections 7, 8, and 104 of the Communications and Multimedia Act 1998 (“CMA 1998”), the Minister issued the Ministerial Direction No. 1 of 2002, on 27 March 2002 to direct the Commission to determine a Mandatory Standard on Quality of Service.

3. LEGISLATIVE CONTEXT

- 3.1 The CMA 1998 governs the communications and multimedia industry in Malaysia and establishes the regulatory and licensing framework applicable to the industry.
- 3.2 Section 56 of the CMA 1998 provides for the modification, variation or revocation of a determination by the Commission.

- 3.3 Section 106(1) of the CMA 1998, the Commission may determine the modification, variation, or revocation of a mandatory standard in accordance with Section 55 of the CMA 1998 if it is satisfied that the mandatory standard is no longer consistent with all the matters listed in Section 105(1), (b) and (c).

4. PUBLIC INQUIRY PROCESS

- 4.1 This Public Inquiry is undertaken in view of the following provisions under the CMA 1998:

4.1.1 Subsection 55 (2) until (9) of the CMA 1998, determination by the Commission.

4.1.2 Section 58(1) of the CMA 1998, the Commission shall, in response to a Ministerial direction, hold a Public Inquiry on any matter of a general nature which relates to the administration of CMA 1998 or its subsidiary legislation which will serve the objects of CMA 1998.

4.1.3 Section 58(2)(b) of the CMA 1998, the Commission may hold a public inquiry on its own initiative.

4.1.4 Section 61(1)(d) of the CMA 1998, the Public Inquiry period shall be a minimum of forty-five (45) days, within which inquiry submissions are invited.

5. OUTPUT OF PUBLIC INQUIRY PROCESS

- 5.1 The objective of this Public Inquiry is to review and enhance the existing mandatory standards for the provisioning of MSQoS CAS. The Commission's preliminary findings are set out in this Public Inquiry Paper. Following the consultation period, the Commission shall take into consideration all submissions received within the Public Inquiry period.

5.2 The Commission is required under section 65 of the CMA 1998 to publish a report setting out its findings as a result of any inquiry it conducted, and such report shall be published within thirty (30) days of the conclusion of the inquiry, and the Commission may extend that period by not more than thirty days.

5.3 The Commission values all feedback from the experts in the relevant industries, agencies, service providers and the customers on the proposed revisions.

PART B: OVERVIEW OF THE COMMISSION DETERMINATION ON THE MANDATORY STANDARDS FOR QUALITY OF SERVICE (CONTENT APPLICATIONS SERVICES)

1. The Commission Determination on the Mandatory Standard for Quality of Service (Content Applications Services), Determination No. 4 of 2002, which came into effect on 1 January 2003, was developed to regulate the quality of service for applications service by CASPs. It also ensures appropriate customer safeguards by:

1.1 ensuring customers receive reliable and uninterrupted content services at all times;

1.2 safeguarding customers from incorrect charges and ensuring transparent, accurate, and fair billing practices; and

1.3 requiring CASPs to manage and resolve customer complaints efficiently, fairly, and within reasonable timelines.

Review of the Mandatory Standards for Quality of Service for Content Applications Services

2. As technology continues to advance and the content applications service landscape evolves, the Commission has identified key areas requiring refinement to ensure the MSQoS CAS remains relevant, effective, and aligned with current industry practices. The objective of this review is to enhance customer protection, improve transparency, and support fair and consistent service delivery for content applications service.

3. The proposed enhancements are intended to strengthen customer safeguards, improve service quality, and promote responsible industry practices.

4. The summary of the standards to be reviewed is outlined in Table 1 below:

Table 1: Summary of the Proposed Amendments to MSQoS CAS Standards

Paragraph	Standards	Proposal
1-2	Citation and Commencement	Revise
3-5	Interpretation	Revise
6	Licensees subject to these mandatory standards	Revise
7-10	Standard on Service Availability	Revise
11-15	Standard on Billing Performance	Revise
16-19	Standard on general customer complaint handling	Revise
20	Audit and verification	Revise

PART C: PROPOSED AMENDMENTS TO THE MANDATORY STANDARDS FOR QUALITY OF SERVICE FOR CONTENT APPLICATIONS SERVICES

1. Interpretation and General Obligations

- 1.1. The Commission proposes to update and include new definitions in the Interpretation section, as follows:

<p>2. Interpretation</p> <p>For the purpose of this Determination, unless the context otherwise requires:</p> <p>(a) any terms used in this Determination shall have the same meaning as in the Act or the subsidiary legislations made under it;</p> <p>(b) words in the singular include plural and vice versa; and</p> <p>(c) the following terms used in this Determination shall have the stated meaning:</p> <p>“closed” in relation to a complaint means the complaint has been dealt with reasonably and adequately by the CASP and the customer agrees to accept the resolution offered by the CASP;</p>

“complaint” means any verbal or written expression or dissatisfaction by a customer through any channels such as call center, social media platform, website, etc. to the Service Provider regarding the Service Provider’s service and/or product, which requires action by the Service Provider to address the issues raised. A request by a customer for information, advice or an inquiry seeking clarification shall not be classified as complaint. However, if no or inadequate action is taken by the Service Provider regarding a request for information, advice or inquiry seeking clarification, the subsequent follow-up to the Service Provider would be classified as a complaint;

“content applications service provider” or “CASP” means a person who provides a content applications service;

“customer” means an end-user who is a potential subscriber or acquirer of the content application service, whether for free or otherwise, or an end-user who is offered the content application service, or an end-user who subscribes or acquires the content applications service;

“guidelines” means the guidelines issued by the Commission pursuant to paragraph 8 of this Determination;

“reporting period” means the half-yearly calendar period ending on 30 June and 31 December;

“subscriptions” means the number of active subscriptions to content applications service at the end of each reporting period, including subscriptions with suspension status;

“working day” means a day that is not a weekend, or a gazetted public holiday in the location of the relevant CASP’s registered office;

QUESTION 1. THE COMMISSION SEEKS VIEWS ON THE PROPOSED REVISION TO THE INTERPRETATION.

- 1.2 The Commission proposes to restructure the document for clarity and structural coherence, and incorporate updates related to record keeping and report submission, as outlined below:

4. Obligation to maintain quality of service records

4.1 The CASPs shall maintain complete and accurate performance records as per the report submitted to the Commission, and the performance information for all quality of service indicators must be retained by CASPs for at least two (2) years.

4.2 Complete and accurate records pertaining to all aspects of service provision, including but not limited to billing and non-billing complaints, service availability, and other relevant service quality related matters, shall be maintained by the CASPs.

5. Quality of service performance report submission

The quality of service performance reports shall be submitted to the Commission no later than 30 days from the end of every half-yearly reporting period. These reports shall be in the form and format as may be prescribed by the Commission from time to time. Each report shall be accompanied by a declaration signed by the Chief Executive Officer (or any other person that holds an equivalent designation) of the CASPs, duly authorised by the board of directors, stating that each report is true and accurate.

QUESTION 2. THE COMMISSION SEEKS VIEWS ON THE PROPOSED REVISION TO THE CASPS' GENERAL REQUIREMENTS.

- 1.3 The Commission proposes the inclusion of new general obligations to enhance clarity and accountability, as outlined below:

6. Publication of quality of service results

The Commission may publish the CASPs' quality of service performance and compliance for general public view, in any form or manner as may be deemed appropriate by the Commission.

8. Applicable guidelines

The Commission may at any time issue guidelines that set (but not limited to) parameters, procedures, reporting templates and explanatory notes to the standards proposed in this document in respect of any provision in these Mandatory Standards.

12. Contravention to these Mandatory Standards

CASPs shall have contravened these Mandatory Standards if the Commission, after due consideration, finds that the CASPs has done any of the following:

- (a) failed to perform the measurement according to the measurement methodology, reporting and record keeping tasks, within the stipulated time as set out in these Mandatory Standards and its applicable guidelines;
- (b) failed to meet any of the quality of service standards as set out in these Mandatory Standards;
- (c) did not comply with any of the Commission direction(s) issued to remedy a contravention;
- (d) reported false or misleading information about its quality of service, in the quality of service report submitted to the Commission; or
- (e) failed to provide relevant information, obstruct or prevent the Commission from conducting a quality of service investigation, inspection, audit or measurement.

QUESTION 3. THE COMMISSION SEEKS VIEWS ON THE PROPOSED INCLUSION OF GENERAL OBLIGATIONS IN THE MSQOS CAS.

2. Standard on Service Availability

2.1 The Commission proposes to revise the title and amend the measurement period from an annual basis (12 months) to a reporting period (6 months). This adjustment will facilitate more accurate data submission by licensees, reduce reliance on partial or estimated interim data, and enable the Commission to identify and address service performance issues in a more timely manner.

Current Standards	Proposed Revision								
<p>Standard on Annual Service Availability</p> <p>Annual service availability means the total transmission time less the total transmission downtime or disruption to the service due to service failure including, but not limited to, failure in the feed or transmission from a content source to the customer equipment (where such failure is not due to faulty or defective customer equipment), over the period of 12 months.</p> <p>Annual service availability should be no less than 99% over a 12 month period.</p> <p>The measurement is described by the ratio:</p> $\left[\frac{\text{Total Time of Transmission over a 12 month period} - \text{Total downtime over the 12 month period}}{\text{Total time of transmission over the 12 month period}} \right] \times 100$	<p>Standard on Service Availability</p> <table border="1" data-bbox="662 772 1446 1892"> <thead> <tr> <th data-bbox="662 772 824 890">Quality of Service Standard</th> <th data-bbox="828 772 1127 890">Description/ Definition</th> <th data-bbox="1130 772 1446 890">Exclusion/Formula/ Requirement</th> </tr> </thead> <tbody> <tr> <td data-bbox="662 894 824 1892"> <p>Service availability should be no less than 99%, for every reporting period.</p> </td> <td data-bbox="828 894 1127 1892"> <p>This indicator measures the percentage of time a service is operational and accessible to the customer within each reporting period. It reflects the reliability and continuity of service provided to customers.</p> <p>Service availability means the total transmission time less the total transmission downtime or disruption to the service due to service failure, including but not limited to, failure in the feed or transmission from a</p> </td> <td data-bbox="1130 894 1446 1892"> $\left[\frac{\text{Total Time of Transmission during reporting period} - \text{Total Downtime during reporting period}}{\text{Total time of transmission during reporting period}} \right] \times 100$ </td> </tr> </tbody> </table>			Quality of Service Standard	Description/ Definition	Exclusion/Formula/ Requirement	<p>Service availability should be no less than 99%, for every reporting period.</p>	<p>This indicator measures the percentage of time a service is operational and accessible to the customer within each reporting period. It reflects the reliability and continuity of service provided to customers.</p> <p>Service availability means the total transmission time less the total transmission downtime or disruption to the service due to service failure, including but not limited to, failure in the feed or transmission from a</p>	$\left[\frac{\text{Total Time of Transmission during reporting period} - \text{Total Downtime during reporting period}}{\text{Total time of transmission during reporting period}} \right] \times 100$
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Current Standards	Proposed Revision		
		content source to the customer equipment (where such failure is not due to faulty or defective customer equipment), to be measured for each reporting period.	
<p>QUESTION 4. THE COMMISSION SEEKS VIEWS ON THE PROPOSED REVISION TO TITLE AND MEASUREMENT PERIOD.</p>			

3. Standards on Billing Related Complaints

- 3.1 The Commission proposes to revise the title to specifically refer to billing related complaints and to amend the measurement approach from “complaints per bills issued” to “complaints per subscription”. This change is intended to more accurately reflect the customer experience.
- 3.2 The revised formula will evaluate the overall quality of billing related complaint handling service provided to customers, rather than just merely tracking the frequency of billing issues. This ensures that the focus is placed on how efficiently and satisfactorily service providers address and resolve billing related matters, thereby maintaining customer confidence and satisfaction.

Current Standards	Proposed Revision								
<p>Standards on billing performance</p> <p>Billing performance means the integrity and reliability of the billing system as shown in billing accuracy and timeliness in resolving billing disputes, which will be reflected in the number</p>	<p>Standards on Billing Related Complaints</p> <table border="1" data-bbox="662 1629 1446 1900"> <thead> <tr> <th data-bbox="667 1633 841 1745">Quality of Service Standard</th> <th data-bbox="844 1633 1127 1745">Description/ Definition</th> <th data-bbox="1130 1633 1442 1745">Exclusion/Formula/ Requirement</th> </tr> </thead> <tbody> <tr> <td data-bbox="667 1749 841 1896">A maximum of 1%</td> <td data-bbox="844 1749 1127 1896">The indicator measures the maximum</td> <td data-bbox="1130 1749 1442 1896"></td> </tr> </tbody> </table>			Quality of Service Standard	Description/ Definition	Exclusion/Formula/ Requirement	A maximum of 1%	The indicator measures the maximum	
Quality of Service Standard	Description/ Definition	Exclusion/Formula/ Requirement							
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Current Standards	Proposed Revision		
<p>of billing complaints. Billing complaints include payments made and wrongly credited or not credited, double charges, non-refund of deposits, late bills, non-receipt of bills, fraud, wrongly addressed bills and other billing errors.</p> <p>The percentage of billing complaints in any one billing period shall not exceed 2% of the total number of bills issued during that billing period. For this purpose, all billing complaints on one bill shall be taken as one complaint.</p> <p>The measurement is described by the ratio:</p> $\frac{\left[\begin{array}{c} \textit{Total number of} \\ \textit{billing complaints} \\ \textit{for the} \\ \textit{billing period} \end{array} \right]}{\textit{Total number of} \\ \textit{bills issued over} \\ \textit{a billing period}} \times 100$	<p>billing complaints for every half-yearly reporting period.</p>	<p>percentage of billing related complaints to the number of subscriptions per half-yearly reporting period.</p> <p>Billing related complaints are any complaints related to the CASP's billing made or changes imposed on customers including, but not limited to, complaints regarding payments made and wrongly credited or not credited, non-refund of deposits, late billing, non-receipt of bills, fraud, wrongly addressed bills and other billing errors. Bills issued by the CASP may include, but not limited to, bills sent by postal service or email, or are accessible online by the customer.</p>	$\frac{\left[\begin{array}{c} \textit{Total number of} \\ \textit{billing related} \\ \textit{complaints} \\ \textit{received in the} \\ \textit{reporting period} \end{array} \right]}{\textit{Total number of} \\ \textit{subscriptions} \\ \textit{at the end of the} \\ \textit{reporting period}} \times 100$

Current Standards	Proposed Revision
<p>Billing complaints shall be resolved within the following time frames:</p> <p>(a) 90% of billing complaints shall be resolved within 15 working days of receipt of the complaint; and</p> <p>(b) 95% of billing complaints shall be resolved within 30 working days of receipt of the complaint.</p>	<p>Revise and relocate to new provision named “Standard on Customer Complaints Resolution Time” (refer no.14).</p>
<p>QUESTION 5. THE COMMISSION SEEKS VIEWS ON THE PROPOSED REVISION TO THE EXISTING STANDARD ON BILLING PERFORMANCE. TO MEASURE QUALITY OF BILLING RELATED COMPLAINT HANDLING SERVICE PROVIDED TO CUSTOMERS.</p>	

4. Standard on Non-Billing Related Complaints

4.1 The Commission proposes revising this section to focus on non-billing complaints handling requirements with a stricter threshold, to better measure the quality of service to customers in managing non-billing complaints. The proposed revision is outlined in the table below:

Current Standards	Proposed Revision								
<p>Standard on general customer complaint handling</p> <p>General customer complaint means any complaint received on service matters including late or no service restoration after a report has been made, poor picture or sound quality, unprofessional staff or contractors and other complaints related to customer services.</p> <p>The number of general customer complaints shall not exceed 50 complaints per 1000 customers in a 12 month period.</p> <p>The measurement is described by the ratio:</p> $\frac{\left[\begin{array}{c} \text{Total number} \\ \text{of cumulative} \\ \text{complaints} \\ \text{received} \\ \text{over a 12 month period} \end{array} \right] \times 100}{\text{Customer base at the end of the reporting period}}$	<p>Standard on Non-Billing Related Complaints</p> <table border="1" data-bbox="649 399 1445 1669"> <thead> <tr> <th data-bbox="649 399 820 514">Quality of Service Standard</th> <th data-bbox="820 399 1153 514">Description/ Definition</th> <th data-bbox="1153 399 1445 514">Exclusion/Formula / Requirement</th> </tr> </thead> <tbody> <tr> <td data-bbox="649 514 820 1669"> <p>A maximum of 10 non-billing complaints per 1,000 customers for every half-yearly reporting period.</p> </td> <td data-bbox="820 514 1153 1669"> <p>This indicator measures the maximum number of non-billing related complaints per 1,000 customers per half-yearly reporting period.</p> <p>Non-billing related complaints means any complaints other than billing related complaints. It includes but is not limited to complaints received on service quality or delivery, including delays or lack of service restoration after a report has been made, poor picture or sound quality, unprofessional conduct by staff or contractors and other complaints related to customer service experience or technical performance.</p> </td> <td data-bbox="1153 514 1445 1669"> $\frac{\left[\begin{array}{c} \text{Total number} \\ \text{of non - billing} \\ \text{related} \\ \text{complaints} \\ \text{received in the} \\ \text{reporting period} \end{array} \right] \times 1000}{\text{Total number of customers at the end of the reporting period}}$ </td> </tr> </tbody> </table>			Quality of Service Standard	Description/ Definition	Exclusion/Formula / Requirement	<p>A maximum of 10 non-billing complaints per 1,000 customers for every half-yearly reporting period.</p>	<p>This indicator measures the maximum number of non-billing related complaints per 1,000 customers per half-yearly reporting period.</p> <p>Non-billing related complaints means any complaints other than billing related complaints. It includes but is not limited to complaints received on service quality or delivery, including delays or lack of service restoration after a report has been made, poor picture or sound quality, unprofessional conduct by staff or contractors and other complaints related to customer service experience or technical performance.</p>	$\frac{\left[\begin{array}{c} \text{Total number} \\ \text{of non - billing} \\ \text{related} \\ \text{complaints} \\ \text{received in the} \\ \text{reporting period} \end{array} \right] \times 1000}{\text{Total number of customers at the end of the reporting period}}$
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<p>A maximum of 10 non-billing complaints per 1,000 customers for every half-yearly reporting period.</p>	<p>This indicator measures the maximum number of non-billing related complaints per 1,000 customers per half-yearly reporting period.</p> <p>Non-billing related complaints means any complaints other than billing related complaints. It includes but is not limited to complaints received on service quality or delivery, including delays or lack of service restoration after a report has been made, poor picture or sound quality, unprofessional conduct by staff or contractors and other complaints related to customer service experience or technical performance.</p>	$\frac{\left[\begin{array}{c} \text{Total number} \\ \text{of non - billing} \\ \text{related} \\ \text{complaints} \\ \text{received in the} \\ \text{reporting period} \end{array} \right] \times 1000}{\text{Total number of customers at the end of the reporting period}}$							

QUESTION 6. THE COMMISSION SEEKS VIEWS ON THE PROPOSED REVISION TO THE STANDARD ON NON-BILLING COMPLAINT HANDLING.

5. Standard on Customer Complaints Resolution Time

5.1 The Commission proposes relocating the provision on billing related customer complaints resolution time into a new section and expanding the standard to include non-billing complaints. In addition, the resolution timeframes are proposed to be shortened to further improve the quality of complaint handling and enhance the responsiveness of services provided to customers, as outlined below:

Quality of Service Standard	Description/ Definition	Exclusion/Formula/ Requirement
<p>The standards on Billing and Non-Billing Related Complaints resolution time, for every half-yearly reporting period are:</p> <p>(a) not less than 70.0% must be closed within 3 working days; and</p> <p>(b) not less than 90.0% must be closed within 10 working days</p>	<p>The indicator measures the percentage of customer complaints closed by the CASP within specified timeframes, measured from the day the complaints were received to the time the complaint was closed.</p> <p>The quality of service indicator is to be separately measured and reported for billing and non-billing related complaints where the same quality of service standard is applicable for both categories of complaints.</p> <p>The Commission shall determine whether the CASP has taken steps to address the complaint and whether it is reasonable to conclude that such steps have addressed the dissatisfaction of the complainant. This includes escalation of such complaints to the Consumer Forum of Malaysia by the CASP and/or complainant, or to other mediation/ arbitration avenues, including the courts of law.</p>	$\left[\frac{\text{Total number of complaints closed within the specific timeframe}}{\text{Total number of complaints received within the reporting period}} \right] \times 100$ <p>The CASP is required to proactively monitor and manage complaints via official or unofficial channels of complaints.</p>

QUESTION 7. THE COMMISSION SEEKS VIEWS ON THE PROPOSED RELOCATION OF BILLING RELATED COMPLAINT RESOLUTION TIMEFRAMES INTO A NEW PROVISION, AND EXPANDING THE STANDARD TO COVER NON-BILLING COMPLAINTS, AND THE REVISION OF COMPLAINTS RESOLUTION TIME.

Annexure I

Summary of questions

- Questions 1: The Commission seeks views on the proposed revision to the interpretation.
- Questions 2: The Commission seeks views on the proposed revision to the CASPs' general requirements.
- Questions 3: The Commission seeks views on the proposed inclusion of general obligations in the MSQoS CAS.
- Questions 4: The Commission seeks views on the proposed revision to the title and measurement period.
- Questions 5: The Commission seeks views on the proposed revision to the existing standard on billing performance, to measure the quality of billing related complaint handling service provided to customers.
- Questions 6: The Commission seeks views on the proposed revision to the standard on non-billing complaint handling.
- Questions 7: The Commission seeks views on the proposed relocation of billing related complaint resolution timeframes into a new provision, expanding the standard to cover non-billing complaints, and the revision of complaint resolution time.