भारतीय दूरसंचार विनियामक प्राधिकरण

TELECOM REGULATORY AUTHORITY OF INDIA

QUARTERLY
E-NEWSLETTER

(October-December) 2025

भादूविप्रा
TRAI

In this Issue..

From the Chairman's desk

Shri Anil Kumar Lahoti
Quarterly Review:
October – December 2025

Digital connectivity continues to serve as the foundational layer for public services and economic activity in India. Whether in education, finance, infrastructure, or broadcasting, access to reliable networks has become essential. TRAI's focus during the quarter was to strengthen assurance, ensuring that connectivity is not just available but also measurable, reliable, and resilient.

As part of this effort, the Digital Connectivity Rating (DCR) framework was operationalised. 20 rating agencies have so far been registered, the operational manual is already in place, and public inputs were invited for the design of the DCR logo. The framework enables rating of a property's digital readiness based on infrastructure availability, network performance, and user experience.

TRAI also issued directions to enhance trust in digital communication. These included the mandatory pre-tagging of SMS variables and the accelerated use of the '1600' number series for BFSI entities. These measures are intended to reduce impersonation and improve traceability, particularly in critical sectors such as banking and insurance.

Independent drive tests were conducted across 13 cities and highways, covering locations from Roorkee to Reengus and Barpeta to Bhopal. These tests recorded network performance indicators such as signal strength, latency, and call drop rates to provide a real-world picture of service availability.

TRAI recommended to the Department of Telecommunications (DoT) to establish a data sharing and consent management framework based on the Data Empowerment and Protection Architecture (DEPA). This framework would facilitate the consent-based sharing or validation of subscriber KYC data, including during the mobile number portability process.

Consumer engagement activities continued through over a dozen Consumer Outreach Programs (COPs) in locations including Anantapur, Wokha, Pasighat and Udaipur. The ITU–TRAI workshop in Bhubaneswar saw participation from 39 countries, reflecting ongoing global interest in India's regulatory practices.

TRAI submitted its recommendations on the Digital Radio Broadcast Policy, which proposes allowing private entities to adopt digital radio technology through simulcast on existing FM frequencies. This would enable the same frequency to carry multiple digital and data channels alongside analog services, enhancing audio quality and channel availability.

TRAI finalised recommendations for the 6 GHz (lower), 7 GHz, 13 GHz, 15 GHz, 18 GHz, 21 GHz Bands, E-Band, and V-Band', enabling policy framework for the assignment of backhaul spectrum. These recommendations also comprehensively overhaul and rationalise the backhaul spectrum charging framework.

By November 2025, India had nearly one billion broadband subscribers. In the same month, 14.69 million users requested mobile number portability. These figures point to increasing consumer engagement and demand for service quality and choice.

As we enter 2026, TRAI's focus remains on developing regulatory systems that are transparent, scalable, and forward-looking, across connectivity, messaging, mapping, and spectrum domains.

BRIEF OF ACTIVITIES

Consultation Paper

1. TRAI's Consultation Paper on the 'Auction of Radio Frequency Spectrum in the Frequency Bands Identified for International Mobile Telecommunications (IMT)'

TRAI issued a consultation paper regarding the 'Auction of Radio Frequency Spectrum for IMT' on September 30, 2025. Initially, stakeholders were to submit written comments by October 28, 2025, and counter comments by November 11, 2025. However, due to requests from stakeholders, these deadlines were extended to November 4, 2025, and November 18, 2025, respectively.

https://www.trai.gov.in/release-publication/consultation

2. Consultation paper on "Review of existing TRAI Regulations on Interconnection matters"

TRAI published a Consultation Paper on the Review of existing Interconnection Regulations on November 10, 2025, inviting written comments from stakeholders by December 8, 2025, and counter-comments by December 22, 2025. Due to requests from stakeholders, the deadline for comments was extended to December 15, 2025, and for counter-comments to December 29, 2025. The purpose of the consultation is to establish terms for inter-connectivity among service providers, ensuring technical compatibility and addressing the evolving telecommunications sector. The review encompasses all nine current interconnection regulations, aiming for a robust framework that adapts to both current and future technological advancements in telecommunications.

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.130of2025.pdf

3. Extension of the last date to receive comments on TRAI's draft Telecommunication (Broadcasting and Cable) Services Interconnection (Addressable Systems) (Seventh Amendment) Regulations, 2025

The Telecom Regulatory Authority of India (TRAI) issued draft Telecommunication (Broadcasting and Cable) Services Interconnection (Addressable Systems) (Seventh Amendment) Regulations, 2025 on 22nd September 2025 for seeking comments from stakeholders till 6th October 2025. Keeping in view the requests of some of the stakeholders for an extension of time accordingly the last date for submitting the comments was extended up to 14th October 2025.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No._105_of_2025.pdf.pdf

4. TRAI Releases Draft amendments in provisions of Accounting Separation Regulations and Telecommunication Tariff Order

The Telecom Regulatory Authority of India (TRAI) released the following draft amendments:

(i) Draft The Telecommunication Tariff (Seventy Second Amendment) Order, 2025

(ii) Draft The Reporting System on Accounting Separation (Amendment) Regulations, 2025'

The proposed amendments contain provisions for imposing the financial disincentives (i) in a graded manner to ensure compliance with regulatory provisions; (ii) revision in amount of financial disincentive prescribing a ceiling on the total financial disincentive amount; (iii) imposition of interest on delayed/non-payments of financial disincentives.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.110of2025.pdf

5. Extension of last date for submission of comments on TRAI's Draft 'Telecommunication Tariff (Seventy Second Amendment) Order, 2025' and Draft 'The Reporting System on Accounting Separation (Amendment) Regulations, 2025'

The Telecom Regulatory Authority of India (TRAI) issued the Draft 'Telecommunication Tariff (Seventy Second Amendment) Order, 2025' and the Draft 'The Reporting System on Accounting Separation (Amendment) Regulations, 2025' on 16th October 2025. The deadline for stakeholders to submit comments has been extended to 7th November 2025, in response to requests for more time.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.126of2025.pdf

Recommendations

1. Recommendations on "Formulating a Digital Radio Broadcast Policy for Private Broadcasters"

The Telecom Regulatory Authority of India (TRAI) issued recommendations for a Digital Radio Broadcast Policy aimed at private radio broadcasters, specifying terms and reserve prices for digital services in four 'A+' category cities viz., Delhi, Mumbai, Kolkata and Chennai; and nine 'A' category cities viz., Hyderabad, Bengaluru, Ahmedabad, Surat, Pune, Jaipur, Lucknow, Kanpur and Nagpur. Following a request from the Ministry of Information and Broadcasting (MIB) and a consultation paper formulated on a digital radio broadcast policy for private Radio broadcasters and issued on 30 Sept 2024 to seek comments of stakeholders. 43 comments and 13 counter comments were received, subsequently, TRAI conducted an Open House Discussion on 8th Jan 2025.

The major advantage of recommendation is the capability of broadcasting three digital and one data channel, in addition to one analog channel on a single spot frequency in simulcast mode, in which the digital radio channel provides a superior quality of audio, whereas in the analogue mode broadcasting of only one channel is possible on the carrier frequency. In a competitive environment, digital radio broadcasting can provide new 8 opportunities to radio broadcasters as well as multiple listening options and value-added services to the listeners.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.102of2025.pdf

2. Recommendations on 'Assignment of the microwave Spectrum in 6 GHz (lower), 7 GHz, 13 GHz, 15 GHz, 18 GHz, 21 GHz Bands, E-Band, and V-Band'.

The Telecom Regulatory Authority of India (TRAI) released its recommendations on 'Assignment of the Microwave Spectrum in 6 GHz (lower), 7 GHz, 13 GHz, 15 GHz, 18 GHz, 21 GHz Bands, E-Band, and V Band.'

The Department of Telecommunications (DoT), Ministry of Communications, Government of India, requested TRAI to provide recommendations on assignment of E & V bands; and Microwave Access (MWA) & Microwave Backbone (MWB) spectrum in existing frequency bands i.e., 6 GHz (lower), 7 GHz, 13 GHz, 15 GHz, 18 GHz, and 21 GHz bands.

TRAI, on 28.05.2025, issued a consultation paper on Assignment of the Microwave Spectrum in 6 GHz (lower), 7 GHz, 13 GHz, 15 GHz, 18 GHz, 21 GHz Bands, E-Band, and V-Band for seeking comments and counter comments from stakeholders. 24 comments and 08 counter comments were furnished by the stakeholders. An open house discussion (OHD) held on 11.08.2025 through online mode.

TRAI's recommendations on Assignment of the Microwave Spectrum in 6 GHz (lower), 7 GHz, 13 GHz, 15 GHz, 18 GHz, 21 GHz Bands, E-Band, and V-Band is placed on the TRAI's website (www.trai .gov. in) or url:

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.149of2025.pdf

3. Recommendations on 'the Regulatory Framework for the Sale of Foreign Telecom Service Providers' SIM/ eSIM Cards for the use in M2M/ IoT Devices Meant for Export'.

TRAI has issued recommendations regarding the regulatory framework for the sale of foreign telecom service providers' SIM/eSIM cards for M2M/IoT devices intended for export. This follows a request from the Department of Telecommunications under the TRAI Act, 1997, dated September 17, 2024, for terms and conditions for the issuance and renewal of no objection certificates (NOC) for these imports. TRAI released a consultation paper on July 4, 2025, to gather stakeholder feedback, leading to an open house discussion on September 25, 2025. The recommendations can be accessed on TRAI's website (www.trai .gov. in) or url:

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.154of2025.pdf

Back Reference

4. Recommendations on 'Introduction of Calling Name Presentation (CNAP) Service in Indian Telecommunication Network'

The Department of Telecommunications (DoT), through a reference dated 26.09.2025, sought recommendations on the "Introduction of Calling Name Presentation (CNAP) Service in the Indian Telecommunication Network". Based on a comprehensive consultation with stakeholders, TRAI submitted its recommendations to DoT on 23.02.2024 on the same subject.

Subsequently, DoT, through a back-reference dated 26.09.2025, informed TRAI that the TRAI's recommendations dated 23.02.2024 have been considered by the Government and sought reconsidered recommendations of TRAI on certain recommendations.

After examining the prima facie views of DoT on the TRAI's recommendations, TRAI finalized its response to the back-reference. TRAI's response to the back-reference has been placed on the TRAI's website (www.trai.gov.in).

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.122of2025.pdf

5. Recommendations on 'Regulatory Framework for Promoting Data Economy Through Establishment of Data Centres, Content Delivery Networks, and Interconnect Exchanges in India'

The Telecom Regulatory Authority of India (TRAI) issued its response to the back-reference dated 29.08.2025, received from the Department of Telecommunications (DOT), Ministry of Communications, Government of India in respect of TRAI's recommendations dated 18.11.2022 on 'Regulatory Framework for Promoting Data Economy Through Establishment of Data Centres, Content Delivery Networks, and Interconnect Exchanges in India.

DoT, through a back-reference dated 29.08.2025, informed TRAI that the recommendations 6.39 and 6.40, relating to 'Data Ethics and Ownership' forming the part of the overall recommendations dated 18.11.2022, have been considered by the Government and need reconsideration by TRAI, in the light of DoT views expressed therein.

After examining the views of DoT in respect of these TRAI's recommendations, TRAI finalized its response to the back- reference. TRAI's response to the back- reference has been placed on the TRAI's website (www.trai .gov. in).

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.132of2025.pdf

Open House Discussion

TRAI held an OHD on Consultation Paper on the Auction of Radio Frequency Spectrum in the Frequency Bands Identified for International Mobile Telecommunications (IMT) on 12.12.25 through virtual mode:

Directions

1. Direction to Mandate Pre-Tagging of Variables in SMS Content Templates to Curb their Misuse in Commercial Communication

The Telecom Regulatory Authority of India (TRAI) issued a Direction on 18.11.2025, requiring all Cellular Access Service Providers to ensure mandatory pre-tagging of variable fields-such as URLs, app links, and callback numbers in SMS content templates used for commercial communication. By making these variable components traceable and accountable, the measure aims to prevent misuse of approved templates and strengthen the anti-spam and anti-fraud ecosystem. Cellular Access Service Providers and Principal Entities must update existing templates within 60 days, after which non-compliant messages will be rejected. This initiative reinforces the provisions of TCCCPR 2018 and is expected to enhance user safety and restore confidence in digital messaging channels used for essential services.

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.133_of_2025.PDF

2. Direction mandating phase-wise adoption of 1600-series by BFSI sector entities, regulated by RBI, SEBI and PFRDA

The Telecom Regulatory Authority of India (TRAI) issued a Direction on November 19, 2025, assigning the '1600' numbering series to help citizens identify legitimate calls from regulated financial institutions, replacing the commonly misused 10-digit numbers. TRAI set deadlines for entities regulated by RBI, SEBI, and PFRDA to implement this new numbering for service and transactional calls, aiming to enhance consumer trust and mitigate spam and fraud. The structured adoption of the '1600' series is expected to significantly improve consumer safety and reduce impersonation-based financial frauds conducted via voice calls.

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.135of2025.pdf

3. TRAI issues Direction mandating adoption of 1600-series by entities regulated by IRDAI

The Telecom Regulatory Authority of India (TRAI) issued a Direction on 16th December 2025 mandating that the entities regulated by the Insurance Regulatory and Development Authority of India (IRDAI) should adopt '1600' series numbers by the last date of 15th February 2026 for making service and transactional calls to the consumers. The Direction has been issued with the objective of enhancing consumer trust, curbing spam, and preventing fraudulent activities perpetrated through voice calls. The mandate for last date has been issued in consultation with IRDAI.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.151of2025.pdf

TRAI at Events

1. H.E. Mr José Antonio Peña Merino, Minister of Digital Transformation & Telecommunications (ATDT), Mexico, met Shri Anil Kumar Lahoti, Chairman, TRAI. Discussions focused on regulatory frameworks, spectrum strategy, 5G & 6G, Rural Connectivity.

2. Dr. M.P. Tangirala, Member, TRAI joined the Indian delegation led by H.E. Mr. Vipul, Ambassador of India to the State of Qatar and Shri Sandeep Kumar, Deputy Chief of Mission, underscoring India's commitment to global telecom collaboration and innovation. At the Round Table Conference during MWC25 Doha, Dr. M.P. Tangirala, Member, TRAI shared insights on New Spectrum Pricing, reinforcing India's commitment to inclusive and future-ready telecom growth.

1. Telecom Regulatory Authority of India hosted an International Telecommunication Union (ITU) Workshop on "Performance, Quality of Service and Quality of Experience" from 4th to 5th December, 2025 at Bhubaneswar, India.

भादूविप्रा के राजभाषा अनुभाग के द्वारा अक्टूबर, 2025 माह में की गई गतिविधियों का विवरण:-

(क) हिन्दी दिवस के संबंध में दिनांक 28 अक्टूबर, 2025 को पुरस्कार वितरण समारोह आयोजित किया गया । समारोह में माननीय सदस्य, भादूविप्रा ने विभिन्न प्रतियोगिताओं में प्रथम, द्वितीय, तृतीय और प्रोत्साहन पुरस्कार प्राप्त करने वाले कुल 38 अधिकारियों एवं कर्मचारियों को प्रमाण पत्र एवं नकद पुरस्कार प्रदान किये । अध्यक्ष, भादूविप्रा ने हिंदी पखवाड़े के सफल आयोजन की प्रशंसा की तथा साथ ही पुरस्कार विजेताओं को बधाई दी। हिंदी पखवाड़े के पुरस्कार वितरण समारोह से संबंधित फोटोग्राफ :-

(ख) सचिव, भादूविप्रा की अध्यक्षता में प्राधिकरण की राजभाषा कार्यान्वयन समिति की त्रैमासिक बैठक दिनांक 30 अक्टूबर, 2025 को दोपहर 2:30 बजे ऑनलाइन माध्यम से आयोजित की गई, जिसमें हिंदी के कार्यों पर चर्चा की गई । बैठक में समिति सदस्यों व सभी अनुभागों/प्रभागों के राजभाषा नोडल अधिकारियों ने भाग लिया । ऑनलाइन हुई मीटिंग का स्क्रीनशॉटः

Drive Tests of Mobile Network

1. Sangareddy City, Andhra Pradesh

The Telecom Regulatory Authority of India (TRAI) published its Independent Drive Test (IDT) results for Telangana's Sangareddy City in October 2025. The tests, supervised by the TRAI Regional Office in Hyderabad, assessed mobile network performance across urban zones, institutional hotspots, and rural areas from October 7th to 9th, covering 355.0 kms and 5 hotspot locations. Evaluated technologies included 2G, 3G, 4G, and 5G, catering to various user handset capabilities.

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.136of2025.pdf

2. Delhi

The Telecom Regulatory Authority of India (TRAI) published its Independent Drive Test (IDT) results for the Delhi Licensed Service Area (LSA) in October 2025. The tests, overseen by the TRAI Regional Office in Delhi, assessed mobile network performance in various environments, including Urban Zones and Public Transport Hubs. From October 6 to 10, 2025, TRAI teams performed tests covering 402.0 km of drive routes, 6.1 km of walk tests, and Inter Operator Calling at one location, evaluating 2G, 3G, 4G, and 5G technologies to gauge user service experiences across different handset capabilities.

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.138of2025.pdf

3. Jaipur Churu Highway across Sikar City and Nearby area

The Telecom Regulatory Authority of India (TRAI) conducted an Independent Drive Test (IDT) in October 2025 on the Jaipur-Churu Highway and surrounding areas, including Sikar City, Salasar, and Reengus, to assess mobile network service quality. The test measured performance indicators such as call setup success rates, data speeds, and speech quality using advanced handsets and software. The findings, which cover 204.3 km of national highway and 263.5 km of city driving along with additional hotspot assessments, are published for consumer awareness and to prompt service providers to improve their offerings.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.139of2025.pdf

4. Roorkee City and nearby area of UP (West) LSA

The Telecom Regulatory Authority of India (TRAI) performed Independent Drive Tests (IDT) in Roorkee City, Uttar Pradesh, in October 2025. Spanning 152.8 Kms of city driving and 2.0 Kms of walking, conducted on October 7th and 8th, these tests evaluated 2G, 3G, 4G, and 5G technologies to assess mobile network performance in various environments, including urban areas and public transport hubs.

https://www.trai.gov.in/sites/default/files/2025-11/PR_No.140of2025.pdf

5. Wayanad

The Telecom Regulatory Authority of India (TRAI) released findings from its Independent Drive Test (IDT) conducted in October 2025 within the Wayanad, Kerala Licensed Service Area. Supervised by the TRAI Regional Office in Bengaluru, the tests evaluated mobile network performance in various environments, including Urban Zones, Institutional and Tourist Hotspots, Public Transport Hubs, and high-speed Corridors. From October 14 to 17, 2025, testing covered 251.6 Kms of City driving, 8 Hot spots, 7.0 Kms of walking, and 265.3 Kms of Highway driving, assessing technologies such as 2G, 3G, 4G, and 5G across different handset capabilities.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.142of2025.pdf

6. Barpeta and Bongaigaon Districts, Assam Licensed Service Area (LSA)

The Telecom Regulatory Authority of India (TRAI) published its Independent Drive Test (IDT) results for the Assam LSA, specifically assessing mobile network performance in Barpeta and Bongaigaon Districts from October 28 to 31, 2025. The tests, overseen by the TRAI Regional Office in Kolkata, spanned 230.8 km of drive tests, 8 hotspot locations, and a 1.1 km walk test, evaluating technologies including 2G, 3G, 4G, and 5G in various urban and rural environments.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.143of2025.pdf

7. Eluru City and their adjoining areas in the State of Andhra Pradesh (under Andhra Pradesh Licensed Service Area)

TRAI released its Independent Drive Test findings for Andhra Pradesh, focusing on Eluru City in November 2025. Supervised by the TRAI Regional Office in Hyderabad, tests spanned 348.6 kilometers and included 8 Hotspot locations. Evaluations across Urban Zones, Institutional Hotspots, and rural areas assessed mobile network performance for 2G, 3G, 4G, and 5G technologies, reflecting diverse user experiences.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.148of2025.pdf

8. Surat City and Nearby area

The Telecom Regulatory Authority of India (TRAI) released findings of Independent Drive Test (IDT) conducted across Surat City (In Gujarat), during the month of November 2025, for information of general telecom consumers. The purpose of this drive test is to assess and verify real world quality of mobile network services (both voice & data) provided by Telecom Service Providers (TSPs).

During the IDT, TRAI Captures live performance data of mobile network of all service providers on key performance indicators (KPIs) like Call setup success rate, data download and upload speeds, speech quality, etc. Multiple advanced test handsets are used and the sessions are monitored in real-time and analysed using advanced Software Systems.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.152of2025.pdf

9. Baddi City:

The Telecom Regulatory Authority of India (TRAI) released its Independent Drive Test (IDT) findings for the HP Licensed Service Area (LSA), covering extensive City routes during the month of Nov 2025. The drive tests, conducted under the supervision of the TRAI Regional Office, Delhi, were designed to capture real-world mobile network performance across diverse usage environments - Urban Zones, Institutional Hotspots, Public Transport Hubs and High-Speed Corridors.

Between 11th November 2025 to 13th Nov 2025, TRAI teams conducted detailed tests across 180.0 km of City Drive Test, 6 Hotspot locations, 2.3 km of walk test and Inter Operator Calling at 01 location. Technologies evaluated included 2G, 3G, 4G, and 5G, reflecting the service experience of users across multiple handset capabilities.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.153of2025.pdf
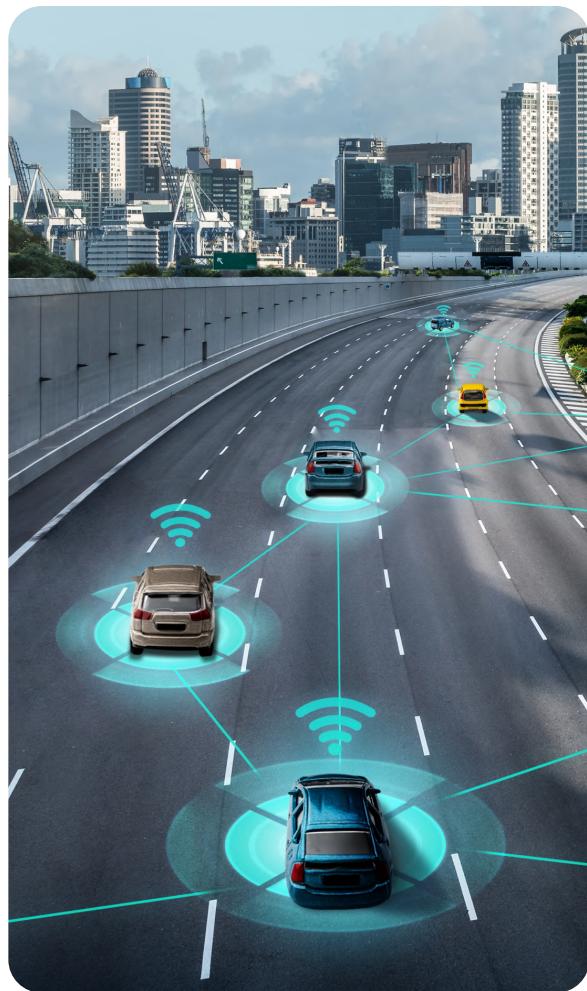
Consumer Outreach Programs

TRAI Regional Office, Bhopal conducted COP at Varanasi (Uttar Pradesh) on 29th October 2025.

TRAI Regional Office, Kolkata conducted COP at Pasighat (Arunachal Pradesh) on 7th November 2025.

TRAI Regional Office, Hyderabad conducted COP Palwancha (Telangana) on 12th November 2025.

TRAI Regional Office, Jaipur conducted COP at Udaipur (Rajasthan) on 15th November 2025.

TRAI Regional Office, Hyderabad conducted COP at Anantapur (Andhra Pradesh) on 21st November 2025.

TRAI Regional Office, Delhi conducted COP at Katra (Jammu & Kashmir) on 26th November 2025.

TRAI Regional Office, Bhopal conducted COP at Ratlam (Madhya Pradesh) on 26th November 2025.

TRAI Regional Office, Kolkata conducted COP at Wokha (Nagaland) on 4th December 2025.

TRAI Regional Office, Bengaluru conducted COP at Chitradurga on 5th December 2025.

TRAI Regional Office, Bhopal conducted COP at Raigarh on 9th December 2025.

TRAI Regional Office, Jaipur conducted COP at Mohali (Punjab) on 11th December 2025.

TRAI Regional Office, Bengaluru conducted COP at Nerul (Navi Mumbai) on 19th December 2025.

TRAI Regional Office, Kolkata conducted COP at Giridih (Jharkhand) on 23rd December 2025.

TRAI Regional Office, Delhi conducted COP at Kangra, Himachal Pradesh on 30th December 2025.

JUDICIAL PRONOUNCEMENTS / LEGAL UPDATES

In the 'Know your law' series, TRAI came up with the preamble to the Telecom Regulatory Authority of India Act, 1997.

Preamble

The preamble of a law has a significant place in legislative drafting, as it sets out the object, scope, and underlying purpose of the enactment. Even though it does not give people rights or tell them what to do, the preamble of the Act helps us understand what the people who made the law were thinking.

Preamble itself is not enforceable and no power or authority can be derived from it, however, the apex court has consistently held that when the language of a provision is ambiguous, the preamble can be relied upon to interpret to resolve such ambiguity and to ascertain the problem sought to be remedied by the legislature. The preamble thus is a guiding framework that informs the construction of statutory provisions and ensures that the law is applied in a manner consistent with its intended objectives.

The preamble to Telecom Regulatory Authority of India Act, 1997 (TRAI Act) reads as under:

> *"An Act to provide for the establishment of the Telecom Regulatory Authority of India and the Telecom Disputes Settlement and Appellate Tribunal to regulate the telecommunication services, adjudicate disputes, dispose of appeals and to protect the interests of service providers and consumers of the telecom sector, to promote and ensure orderly growth of the telecom sector and for matters connected therewith or incidental thereto."*

The preamble of the TRAI Act exemplifies these principles. The preamble highlights the objective of regulating telecommunication services, adjudicating disputes, and protecting the interests of both service providers and consumers. It also emphasizes the promotion of orderly growth of the telecom sector and the facilitation of competition, efficiency, and transparency.

By expressly referring to consumer protection and fair competition, the preamble signals Parliament's intent to move away from a monopolistic regime towards a liberalized and competitive telecom market while giving importance to the interests of consumers.

Thus, the preamble of the TRAI Act functions as a compass guiding the Authority in the discharge of its regulatory mandate. It ensures that TRAI's actions remain aligned with public interest, consumer welfare, and the overarching goal of fostering a robust, competitive, and efficient telecommunications ecosystem in India.

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Role of a Regulator: Judicial Perspectives

In a modern welfare State, governance increasingly involves regulation rather than direct control. Liberalisation, privatisation, and technological advancement have transformed sectors such as telecommunications, broadcasting, energy, and finance into complex, competitive, and rapidly evolving domains. In this context, regulators serve as institutional mechanisms to balance public interest, market efficiency, consumer welfare, and orderly sectoral growth. The Supreme Court of India has repeatedly emphasized that regulators are expert bodies entrusted with specialized functions.

Constitutional Foundations: Cricket Association of Bengal Case

The constitutional underpinnings of regulatory intervention were articulated with clarity in Secretary, Ministry of Information & Broadcasting v. Cricket Association of Bengal (1995). In this landmark judgment, the Supreme Court held that airwaves are public property and must be used to promote public good. While recognizing the fundamental right to freedom of speech and expression under Article 19(1)(a), the Court emphasized that this right does not imply an unrestricted right to use scarce public resources.

The Court categorically rejected the notion of State monopoly over broadcasting but simultaneously underscored the necessity of independent regulation to ensure fairness, plurality, and non-arbitrariness in access to spectrum. It observed that absence of regulation would result in domination by a few powerful entities, thereby defeating constitutional values of equality and freedom.

Judicial observations on Regulatory Roles

The Supreme Court has consistently held that regulatory decisions, particularly in economic and technical matters, warrant judicial restraint. In Union of India v. Cynamide India Ltd. (1987), the Court held that price fixation is a legislative function involving complex economic considerations. Courts should not interfere unless the action is manifestly arbitrary, unreasonable, or violative of constitutional or statutory provisions. This judgment established that regulators act as extensions of legislative policy rather than mere administrative authorities.

Similarly, in Shri Sitaram Sugar Co. Ltd. v. Union of India (1990), the Court emphasized that economic regulation requires balancing competing interests - producers, consumers, and the broader economy. Courts were cautioned against substituting their own judgment for that of expert bodies, recognizing that regulators are better positioned to assess sector-specific realities.

TRAI as a Sector Regulator

The Telecom Regulatory Authority of India (TRAI) was established under the TRAI Act, 1997 to bring transparency, predictability, and fairness to a rapidly liberalising telecom sector. Under Section 11, TRAI is empowered to recommend policy measures, regulate tariffs, ensure compliance with licence conditions, facilitate competition, protect consumer interests, and promote orderly growth of the sector.

In Bharti Airtel Ltd. v. Union of India (2015), the Supreme Court unequivocally recognized TRAI as the primary expert body for telecom regulation. The Court held that issues involving technical and economic assessment such as competition concerns, interconnection, and pricing must first be examined by TRAI. Adjudicatory bodies like TDSAT and constitutional courts should ordinarily rely on TRAI's technical findings. This judgment reinforced the institutional primacy of the regulator and prevented forum shopping or premature judicial intervention.

Also, in Union of India vs. Association of Unified Telecom Service (2019), the Supreme Court held that TRAI being an expert body, the recommendations of TRAI have to be given due weightage by the Central Government but the recommendations of TRAI are not binding on the Central Government and that the regulatory and other functions of TRAI, as provided by the TRAI Act, have to be performed independent of the Central Government. The Court highlighted the importance of autonomy in functionality of sectoral regulator like TRAI and that of recommendations provided by TRAI.

Earlier, in BSNL v. TRAI (2014), the Supreme Court rejected the contention that TRAI's role is merely advisory. It held that TRAI performs substantive regulatory and recommendatory functions that significantly influence policy outcomes and market structure. The Court acknowledged that TRAI's consultation papers, stakeholder engagement, and reasoned recommendations form the backbone of informed regulatory decision-making.

PUBLIC ADVISORIES

Issued on 24.11.2025

The Telecom Regulatory Authority of India (TRAI) issued an advisory urging citizens to report spam calls and SMS through the TRAI DND App, highlighting that merely blocking numbers on personal devices does not stop spam at the source.

TRAI urged mobile users to report spam and fraud using the TRAI DND App, rather than only blocking calls on their phones, to enable identification and disconnection of offenders.

The following tips for avoiding telecom frauds and Unsolicited Commercial Communications (UCC) were shared:

(Citizens were advised to **download the TRAI DND App** from official app stores.)

(Users were encouraged to **report spam calls and SMS through the TRAI DND App** instead of blocking them on their phones, to help identify and disconnect offenders.)

(The public was **cautioned against sharing personal or banking details over calls**, messages, or social media platforms.)

(Citizens were advised to **disconnect immediately upon receiving threatening or suspicious calls**.)

(Instances of **cyber fraud** were advised to be reported to **the National Cybercrime Helpline (1930)** or through www.cybercrime.gov.in.)

(Attempts at **fraud through misuse of telecom resources** were advised to be reported using the **"Chakshu" feature on the Sanchar Saathi portal**.)

The Authority reiterated its commitment to ensuring a safe, secure, and trustworthy telecom environment for all citizens. It was emphasized that enforcement actions, technology-driven monitoring, and public participation through the TRAI DND App were critical to stopping spam at the source.

TRAI also urged citizens, particularly senior citizens, women users, and digitally new or less-experienced audiences, to remain vigilant, share the advisory widely, and report any suspicious communication promptly.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.148of2025.pdf

SUBSCRIBERS BASE

Telecom Subscribers

Highlights of Telecom Subscription Data as on 30th November 2025

Particulars	Wireless*	Wireline	Total
Total Telephone Subscribers (Million)	1187.48	47.05	1234.53
Urban Telephone Subscribers (in Million)	650.22	41.94	692.16
Rural Telephone Subscribers (Million)	537.26	5.11	542.37
Overall Tele-density (%)	83.46%	3.31%	86.77%
Share of Urban Subscribers (%)	54.76%	89.14%	56.07%
Share of Rural Subscribers (%)	45.24%	10.86%	43.93%
No. of Broadband Subscribers (in Million)	**958.54**	**45.11**	**1003.65**

• In the month of November 2025, 14.69 million subscribers submitted their requests for Mobile Number Portability (MNP).

• The Number of active wireless (mobile) subscribers (on the date of peak VLR#) in November 2025 was 1090.91 million.
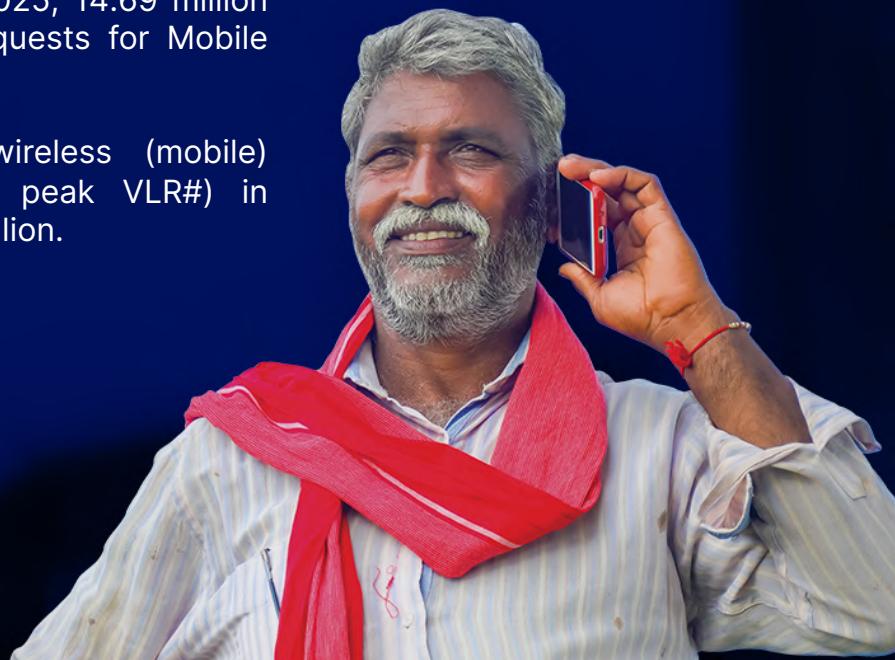
Broadband Subscribers

In November 2025, the total number of broadband subscribers increased from 999.81 million at the end of October 2025 to 1003.65 million at the end of November 2025 with a monthly growth rate of 0.38%.

Segment–wise Broadband Subscribers and Monthly Growth Rate in the month of November 2025

Segment	Subscription	Subscribers (in million)		Percent Change*
		October 2025	November 2025	
Wired Subscribers	Fixed (Wired) Access (DSL, FTTx, Ethernet/LAN, Cable Modem, ILL)	44.82	45.11	0.64%
Wireless Subscribers	Fixed Wireless Access (5G FWA, Wi-Fi, Wi-Max, Radio/UBR, Satellite)	13.18	14.06	6.69%
	Mobile Wireless Access (Handset/Dongle based 3G,4G,5G)	941.82	944.48	0.28%
Total Broadband Subscribers		999.81	1003.65	0.38%

CAPACITY BUILDING

Training Programme for Skill Development

• A Workshop on "Prevention of Sexual Harassment of Women at Workplace" for creating awareness and sensitization of the employees of TRAI under POSH Act was conducted on 29th December 2025 at TRAI HQ. Mrs. Hena Akthar, who is working as a Mental Health Psychologist, Counsellor and Special Educator with Delhi Public School, Noida was invited as Speaker. Workshop was conducted in virtual mode for all officials of TRAI.

• Seven (07) Officers were nominated as speakers during the period October to December 2025. Details given below: –

S.No.	Date	Institute	Topic	Venue	Name of Officers
1	15.10.2025	NCA-T, Ghaziabad	Quality of Service and Performance Indicators	NCA-T, Ghaziabad	Jt. Advisor (QoS-I)
2	16.10.2025		Telecom Tariff Regulation		Jt. Advisor (F&EA)
3	17.10.2025		Parliamentary Procedure		Jt. Advisor (Legal)
4	30.10.2025		Building a Safe Telecom Ecosystem: TRAI's Regulatory Actions Against Spam & Scam	Ibn Khaldun Auditorium, University of Kashmir	Jt. Advisor (QoS-II)
5	30.12.2025	NCA-T, Ghaziabad	TRAI Act, 1997	NCA-T, Ghaziabad	Jt. Advisor (Legal)
6	30.12.2025		Role of Regulators		Jt. Advisor (Legal)
7	30.12.2025		Cable Television Networks (Regulation) Act, 1995		Jt. Advisor (B&CS)

- Nominations of officers/officials up to the level of Jt. Advisor level were made during the period October to December 2025 for NPC, NeGD New Delhi & IIT, Kanpur training programmes. Details given below:

S.No.	Institute	Topic	Venue	Name of Officers
	MDI Gurgaon	Finance for Non-Finance Executives	MDI, Gurgaon Campus	Sr. Research Officer (NSL-II)
1	NPC, Mumbai	Advance Course on Digital Workplace Management (E-office, PFMS, E-procurement & related GFR)	Goa	1. Assistant (HR)
				2. Assistant (GA)
				3. Assistant (QoS-II)
2	NPC, Jaipur	Administrative effectiveness, Focus: HR, RTI & POSH	Jaisalmer	1. Sr. Research Officer (B&CS - II)
				2. Technical Officer, Admn. (Finance)
				3. Private Secretary (BB&PA)
				4. Assistant (F&EA-II)
3	NPC, Delhi	Advance Course on e-Procurement through GeM (Cost Optimization Techniques & Contract Management) based on GFR	Port Blair (Sri Vijaya Puram)	1. Sr. Pr. Private Secretary (NSL)
				2. Sr. Research Officer (BB&PA)
				3. Technical Officer (F&EA)
				4. Assistant (HR)
				5. Assistant (GA)
				6. Assistant (A&P)
				7. Assistant (GA)
4	NPC, Mumbai	Enhancing Administrative Skills, Preventive Vigilance and RTI	Goa	1. Jt. Advisor (Legal)
				2. Pr. Private Secretary (O/o Chairperson)
5	NeGD, New Delhi	Artificial Intelligence in Governance	IIT Delhi, Campus	1. Jt. Advisor (B&CS)
				2. Jt. Advisor (Legal)
6	IIT, Kanpur	Applied Data Science & Machine Intelligence: Fundamentals to Next Generation AI	Online	Jt. Advisor (QoS-II)

- Forty-eight (48) officers/officials were nominated for various training programmes during the third quarter, i.e., from 01.10.2025 to 31.12.2025. Out of these, twenty (20) officers/officials attended the programmes, while twenty-eight (28) officers/officials either withdrew or the programmes were cancelled by the Training Institutes.

HR
CORNER

Vacancy Circulars

4 Vacancy circulars were issued for filling the positions of Principal Advisor, Joint Advisor (HQ), Senior Research Officers for Regional Offices (Bhopal, Hyderabad, Jaipur & Kolkata) on deputation on foreign service terms and Technical Officer on direct recruitment basis for TRAI HQ on the basis of GATE 2023, 2024 and 2025.

4 Vacancy circulars were issued for filling the positions of consultants on contract basis. (Associate Consultant (Legal), Retired Govt. Servant and consultants Artificial Intelligence and Data Privacy) for Legal, QoS-I, NSL-I and IT divisions respectively.

Appointment on Direct Recruitment basis: Five Personal Assistants recruited through SSC joined TRAI Head Quarter during the period.

Transfer: Five Officers/Officials at TRAI HQ were transferred during the period.

Superannuation: Two officers retired from the services of TRAI, one on voluntary retirement and one on attaining the age of superannuation, during the period

Appointment on Deputation and Engagement of Consultants on Contract basis at TRAI Head Quarter

Appointment on Deputation: Six Officers/Officials joined TRAI Head Quarter on deputation basis [One Principal Advisor, three Joint Advisors, one Sr. Research Officer & one Assistant].

Engagement on Contract basis: One Senior Associate Consultant Grade-I and three Consultant Young Professionals were engaged in various divisions of TRAI during the period.

Engagement of Consultants on Contract basis at TRAI Regional Offices

Engagement on Contract basis: One Consultant had been engaged in TRAI Regional Office - Jaipur during the period.

OTHER ACTIVITIES

Workshop

ITU-TRAI Workshop on Performance, Quality of Service, and Quality of Experience inaugurated in Bhubaneswar

Bhubaneswar, 4th December 2025 - The Telecom Regulatory Authority of India (TRAI) and the International Telecommunication Union (ITU) inaugurated the ITU–TRAI Workshop on Performance, Quality of Service and Quality of Experience. This two-day international event gathered National Regulatory Authorities, service providers, and technical experts to enhance telecom service-quality frameworks. The workshop commenced with a ceremonial lamp-lighting and included welcome and inaugural addresses by TRAI officials and dignitaries from ITU and the Government of Odisha.

Programme featured a meeting of the Quality-of-Service Development Group (QSDG) and a rapporteur group meeting on the "NRA Repository" initiative, aimed at creating a global library of QoS and QoE parameters for regulators. The workshop focused on the challenges in QoS and QoE management, promoting best practices for regulatory bodies and service providers. Approximately 150 delegates from Asia, Africa, and Europe participated both physically and virtually, highlighting the importance of telecom standards and policy development. Participants included regulatory officials, operators, and specialists from 39 countries.

https://www.trai.gov.in/sites/default/files/2025-12/PR_No.145of2025.pdf

Meetings

Meeting with Joint Committee of Regulators (JCoR) was convened on 16th October 2025 at TRAI Headquarters, New Delhi, under the Chairmanship of the Chairman, TRAI, with participation from RBI, SEBI, PFRDA, MeitY, DOT, I4C, NPCI, and TRAI. Google, Meta, and GSMA also attended as special invitees. This meeting aimed at strengthening consumer protection and reducing spam, scams, and digital frauds. TRAI is set to draft a uniform KYC framework for Principal Entities in line with DoT norms and will seek feedback from regulators. It will issue directives prohibiting the sharing of login credentials by PEs to Telemarketers, with endorsement from relevant regulators.

A draft will mandate the use of TSP URL shorteners to prevent misuse of third-party URLs and introduce a tagging system in SMS templates to scrub URLs and callback numbers effectively. TRAI aims to automate TAU report handling via the Chakshu portal and will look into disclosing blacklisted entities for enhanced transparency. A strict sunset date for full migration of the 1600-series will be established, and promotional calls must be made using the 140-series only. Collaboration discussions with Google, Meta, and GSMA will occur regarding scam initiatives and data sharing. Lastly, TRAI will contribute to consumer awareness campaigns by providing materials to DoCA.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.112of2025.pdf

Annual Conference of the Consulting Engineers Association of India (CEAI):

The Consulting Engineers Association of India (CEAI) held its Annual Conference on November 26-27, 2025, at Hotel Shangri-la, New Delhi, focusing on infrastructure as a driver for climate action. Over 500 participants, including senior engineers and policymakers, discussed fostering collaboration among stakeholders, accelerating green technology adoption, and influencing policy with actionable insights. The conference aimed to: -

a. Foster cross-sector collaboration among consultants, EPC contractors, financiers, and regulators.

b. Accelerate adoption of green and smart technologies through real-world case studies and scalable innovations

c. Influence policy by translating practitioner insights into clear, actionable recommendations.

Shri Pushpendra Kumar Singh Principal Advisor from TRAI presented on digital connectivity, prompting a positive audience engagement. Noteworthy topics included automation of TAU report handling, publishing blacklisted entities for transparency, and collaboration with platforms like Google and Meta to address scams and enhance consumer awareness campaigns.

Miscellaneous activities

1. TRAI Announces Competition for Design of the Official Logo for India's Digital Connectivity Rating Framework

The Telecom Regulatory Authority of India (TRAI) launched the Digital Connectivity Rating (DCR) Logo Design Competition for individuals aged 15 years and above. The initiative was undertaken to raise awareness and encourage public participation in the creation of an emblem for India's first Digital Connectivity Rating framework for buildings and infrastructure. The selected design is intended to serve as the official logo for DCR certifications, platforms, stakeholder communications, and outreach campaigns.

The DCR framework, as per the Rating of Properties for Digital Connectivity Regulations, 2024, evaluates buildings' capability to provide quality digital connectivity like mobile coverage to broadband infrastructure and actual service performance enabling property managers to seek ratings through TRAI-registered agencies, thus ensuring transparency and accountability to indoor digital infrastructure.

Competition details were as follows:

- Eligibility: The competition was open to individuals aged 15 years and above.

- Submission Format: Submissions were accepted in JPG, PNG, or PDF formats (maximum size of 5 MB), with up to two entries permitted per participant.

- Mandatory Information: Mandatory details included the participant's name, age, address, contact details, profession, and valid identity proof.

- Shortlisted participants were required to submit open file formats (.AI / .EPS / .SVG) for evaluation.

- The winning designer was required to transfer full Intellectual Property Rights (IPR) of the design to TRAI.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.111of2025.pdf

2. The Broadband subscriber base in India crossed the 1 billion (100 crore) mark in the month of November 2025

In the month of November 2025, the Broadband subscriber base in India crossed the 1 billion (100 crore) mark. In the last 10 years, the Broadband subscriber base in India has increased by more than six times. There were 131.49 million (13.15 crore) Broadband subscribers at the end of November 2015, which grew to 1 billion (100.37 crore) at the end of November 2025.

https://www.trai.gov.in/sites/default/files/2025-12/

3. TRAI observes Vigilance Awareness Week

Vigilance Awareness Week was observed by TRAI from 27th October to 2nd November 2025, under the theme "Vigilance: Our Shared Responsibility" as mandated by the Central Vigilance Commission. The Chairperson of TRAI administered the Integrity Pledge to all officers and staff at TRAI Headquarters and Regional Offices on 27th October 2025 at 11:00 AM.

https://www.trai.gov.in/sites/default/files/2025-10/PR_No.124of2025.pdf

1. TRAI has taken steps to optimize the certification process for Conditional Access System (CAS) and Subscriber Management System (SMS) by issuing a letter to TEC on 27th October 2025. Additionally, on 31st October 2025, TRAI urged Distribution Platform Operators (DPOs) to complete their audits by 31st December 2025 to avoid financial penalties, in accordance with Interconnection Regulations, 2017.

2. TRAI extended the last date for submission of willingness and acceptance of terms and conditions contained in Expression of Interest (EoI) dated 26th August 2025 for 'Empanelment of Auditors to carry out audit of Digital Addressable Systems'.

3. The Telecom Regulatory Authority of India (TRA) extended the deadline for empanelled auditors to submit their willingness for continuation/extension of empanelment for the audit of Digital Addressable Systems. Originally set for 15th September 2025, the final deadline was moved up to 10th October 2025, following requests from auditors for more time.

4. Indian Telecom Services Performance Indicator Report" for the Quarter July-September 2025 - TRAI published the "Indian Telecom Services Performance Indicator Report" for Q3 2025, which offers an overview of Telecom Services in India. It highlights key parameters and growth trends for Telecom Services, Cable TV, DTH, and Radio Broadcasting from July 1, 2025, to September 30, 2025, primarily based on data provided by Service Providers. TRAI issued Show Cause Notices to 299 broadcasters on 18th November 2025 for non-compliance with the Standards of Quality of Service Regulations regarding advertisement duration, as established in 2012 and amended in 2013, and TRAI's Order dated 5th August 2013.

5. TRAI updated its panel of auditors for the audit of Digital Addressable Systems (DAS) on 3rd November 2025, removing M/s S M Saini & Associates, M/s Nitin Mittal & Co, M/s SGCO & Co, and M/s Ernst & Young LLP. As of 30th November 2025, the total number of empanelled auditors is 39.

6. The Telecom Regulatory Authority of India (TRAI) initiated a pilot project under the TRAI-RBI Digital Consent Acquisition (DCA) program. This project aims to digitize consent for promotional communications, starting with SMS notifications sent to a select group of customers by Telecom Service Providers (TSPs). Nine TSPs and eleven major banks are involved, allowing customers to manage and revoke previous consents digitally. This initiative seeks to improve legacy consent practices and test the unified digital consent platform for a broader rollout.
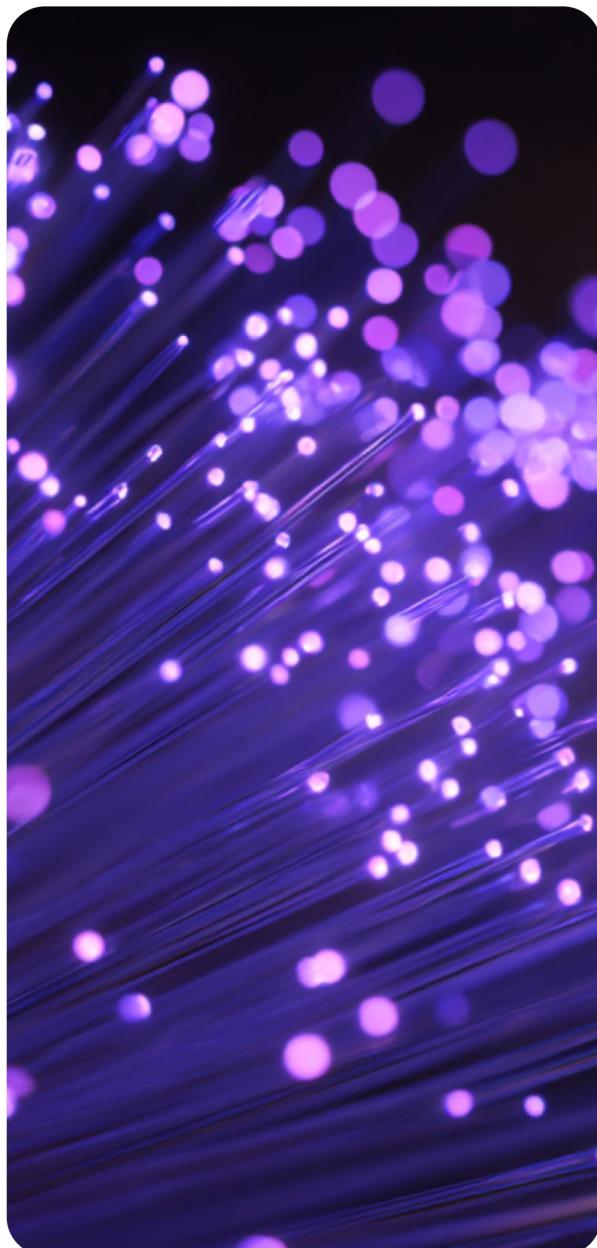
Full details of the Directions/Orders/Consultation Paper/Report, Subscription Data, etc. mentioned in this newsletter are available on

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भादूविप्रा
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